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ABSTRACT

This report analyzes teacher staff development programs and their costs in three large urban school districts, and discusses research and policy implications of the research results. The districts were selected through a survey of school districts serving the 75 largest U.S. cities, and were chosen because of their respectively high, medium, and low apparent level of staff development activity. The study revealed patterns of development activity and resource allocation that contradicted conventional wisdom on the subject. In all the districts, the actual costs of staff development were fifty times more than most district staff estimated. Further, the nature of staff development activity itself was not found to be primarily the result of conscious policy, but rather, had developed in response to other factors, such as funding and teacher contract obligations. Another difference discovered among the districts was their use of substitute release time, stipends, sabbaticals, and salary increases for completion of educational courses as incentives for teachers to participate in staff development. One major conclusion drawn from this research is that the weak political position of staff development and the constraints operating on school districts make unlikely the imminent reform of actual staff development practice. (Author/GC)

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# AN ANALYSIS OF STAFF DEVELOPMENT PROGRAMS AND THEIR COSTS IN THREE URBAN SCHOOL DISTRICTS

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January 1980

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE NATIONAL INSTITUTE OF EDUCATION

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Naturally the analysis and conclusions presented are the responsibility of the authors, and they do not necessarily reflect the views of the National Institute of Education or The Ford Foundation.

Arthur A. Hyde
Donald R. Moore

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## ABSTRACT

This research study analyzes teacher staff development programs and their costs in three large urban school districts. All planned activities of the school districts involved were classified as staff development if they fit a basic definition of staff development, and all costs of these activities were considered staff development costs, even if they were part of the school district's "regular" budget.

The school districts studied were selected through a survey of school districts serving the 75 largest U.S. cities, and they were chosen because they were respectively high, medium, and low in their apparent level of staff development activity. Because of a lack of research and analysis concerning the realities of staff development practice in the literature, the study was designed to provide a basic overview of these realities, intending to suggest more focused directions for subsequent research and for policy analysis.

The study revealed patterns of staff development activity and resource allocation that contradicted conventional wisdom about how staff development is conducted. In all three districts, the actual costs of staff development were fifty times more than most school district staff estimated. These significant costs resulted partly from the "hidden cost" of teacher and administrator time for staff development activity--time that was seen by school district staff as part of the school district's regular budget. Another factor obscuring the extent of staff development activity was that responsibility for staff development in each district was dispersed among a large number of people and departments. Middle level managers controlled largely autonomous activities, and few attempts were made to coordinate staff development among these diverse actors. Frequently staff development leaders were unaware of the activities of their colleagues, even when these activities placed demands of time and energy on the same teachers. In general, offices designated to coordinate staff development played a minor role in this swirl of activity.

Staff development activities in each district had accumulated over time, often in response to other factors (federal funding opportunities, fund cutbacks, organizational politics, teacher contract negotiations, etc.). Thus, the nature of staff development activity in each district was not primarily the result of conscious policy, although marked differences in practice were apparent across the three districts. One major difference was the extent to which school-based staff development was encouraged (as opposed to staff development entirely controlled by central office administrators). The report analyzes factors that encourage or discourage such school-based activity.

Another marked difference was in the use of four monetary incentives for teachers to participate in staff development: substitute release time, stipends, sabbaticals, and salary increases for completing educational courses and workshops. One district relied heavily on salary increases for educational coursework. Another relied heavily on stipends to encourage teacher participation. In particular schools, a high level of participation in staff development occurred during salaried work time. The report analyzes the reasons for and implications of various monetary schemes to support staff development.

After reviewing patterns identified in the three school districts, the report discusses research and policy implications of the research. One major conclusion is that the weak political position of staff development and the constraints operating on school districts make substantial reform of actual staff development practice unlikely in the near future.

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## SECTION 1. STUDY RATIONALE

### Background

Under the sponsorship of The Ford Foundation, Designs for Change conducted a research study from 1976 to 1978 of staff development programs and their associated costs in three large urban school districts. The primary purpose of this research was the development of a handbook[1] to guide educators and citizens interested in performing similar analyses in their own school districts. The research revealed patterns of staff development and resource allocation in the three school districts that contradicted some conventional wisdom about how staff development is conducted. This report first describes the patterns of staff development and resource allocation we found in the three districts in some detail and analyzes these patterns across the three districts. We then will discuss the implications of our investigation for public policy and for subsequent research. Before discussing the research methods and findings, we briefly describe the perspective on staff development and school district operations that guided our research.

### Study Rationale

In designing the research, we were guided by certain theoretical and empirical works on staff development and school district operations. We concluded that there is an increasing interest in staff development, but no clear consensus of what staff development is nor evidence showing what constitutes effective staff development. Most literature on staff development is prescriptive, suggesting reforms in current practice with varying conceptualizations of the term's breadth. Research on staff development practice is scant and evaluation of it, virtually nonexistent. The lack of consensus about what staff development is and lack of evidence about what it should be present serious obstacles for the reforms urged by its critics.

We concluded that other serious barriers exist to change in staff development practices. School districts have stabilizing forces that strongly resist change: patterns of organizational activity that have become routinized; interest groups committed to continuing current practices; and a general lack of communication, coordination, and inspection of organizational activity. Moreover, school districts face severe fanancial constraints from declining enrollment, inflation, and increasing personnel costs that affect the possibilities for change in staff development practice.

Below, we will look at each of these problems in turn. Our intent is not to present a comprehensive review of literature on staff development and school change, but rather to clarify the point of view that guided our research design.

## There Is an Increasing Interest in Staff Development But No Clear Consensus about What Staff Development Is

The increasing interest in staff development in the last ten years is partly attributable to the declining student population and the concomitant increase in the seniority of the teaching force. Because fewer new teachers are entering the work force, preservice teacher education has ceased to be a major means for stimulating school change. Thus, while there is a long history of inservice teacher education, only in the 1970s has inservice received a great deal of attention.

Distinctions between "staff development" and "inservice" are not clear and numerous definitions of the two abound in the literature and in school practice. For some educators the two are virtually synonymous. However, in some school districts, traditions of practice have led people to make clear distinctions between the two (e.g., inservice is what occurs on special "inservice days" and staff development occurs when a specialist gives a workshop). We use these terms interchangeably in this report.

### Traditions of Staff Development Practice

Various traditions of thinking and practice about inservice generate certain types of inservice activities, which often exist side-by-side in a school district. We have identified six tradi-

tions of practice that have inspired a significant amount of staff development activity in local school districts:

- Teacher education
- School district inservice
- Supervision
- Mandated changes
- Teacher centers and advisories
- Organization development/sociology of organizations

Identifying the important features of inservice programs guided by each tradition has helped us develop a comprehensive approach to identifying inservice activities in local school districts.

Teacher education. For many years, colleges and universities have carried out teacher education programs. Faculty members traditionally concentrated on preservice teacher education programs while offering graduate courses to experienced school teachers. Recently, universities have placed greater emphasis on working with experienced teachers, often moving the site of inservice experiences from the university to the school district. However, the characteristics of university course work have been largely preserved despite these changes in location.

There have been two basic philosphical approaches underlying inservice provided within the teacher education tradition: the behavioristic (including competency and performance based teacher education)[2] and the humanistic.[3] The former approach emphasizes the acquisition of specific pedagogical skills while the latter emphasizes the holistic growth of the teacher as a person and a pedagogue. Strict adherents to these two approaches view them as antithetical in theory and practice.

School district inservice. While school district inservice varies considerably among school districts, it has traditionally consisted of workshops offered on certain specified days each year, as prescribed by either the state or the school district. More recently, some school districts have also established inservice courses and workshops for teachers that are modeled on inservice education courses offered by colleges and universities.

Usually school district curriculum specialists (sometimes using outside consultants) plan and conduct these inservice sessions for

teachers. These sessions are frequently focused on specific subject areas and aimed at large groups of teachers (e.g., all high school social studies teachers in the district). They are often related to the introduction of new curricula.

Little attention in the literature on staff development has been paid to school district inservice programs.[4]

Supervision. It has long been recognized that the supervision of teachers by principals, curriculum specialists, etc. provides an opportunity for staff development. Dominant theory about supervision has undergone a change in the last two decades, from an emphasis on inspection and evaluation to an emphasis on helping teachers analyze instruction and supporting teachers in improving their teaching performance. Common formats for this assistance have included observation of individual teachers in the classroom, departmental meetings in individual schools or across schools, and formal workshops. The Association for Supervision and Curriculum Development is a major proponent of a humanistic approach to the supervision of teachers.[5]

This approach to supervision raises difficult problems of reconciling dual responsibilities of inspection and assistance. Further, as reflected in sociological studies cited later, most supervisory relationships within school districts are not in fact characterized by either close inspection or intensive assistance.

Mandated changes. This relatively recent tradition concentrates on the implementation of educational changes mandated by courts, state governments, or the federal government. Such staff development experiences are frequently related to enhancing equal educational opportunity for racial minorities, ethnic minorities, low-income children, handicapped children, or females. Human relations training as part of school desegregation and training in the development of individual educational plans for handicapped children[6] are examples of this tradition of staff development practice.

This type of staff development most frequently consists of workshops and on-site consultation. Such assistance is frequently provided by central office departments set up specifically to deal with a parti-

cular aspect of educational equity (e.g., an office of bilingual education).

Although this form of staff development has increased rapidly, little has been written about it as a general phenomemon.

Teacher centers and advisories. Teacher centers and advisories grew initially out of the effort to implement open education in elementary schools. They have attempted to apply the same philosophy to teacher staff development as they espouse for student learning: an emphasis on choice and volunteerism and on learning by doing.

> A teacher center is a responsive, supportive, non-threatening environment that promotes sharing and a sense of community, models new possibilities, promotes the active exploration of materials, and emphasizes the study of children's learning as the basis for teachers' professional development...A teacher center is also a concept that demonstrates the value of teachers taking more responsibility for their own staff development and fosters teachers' understanding more about how children learn.[7]

Several distinct approaches have evolved within this tradition of practice. One approach emphasizes establishing a place--a teacher center--where teachers can come voluntarily to make learning materials, participate in workshops, and talk with other teachers. Another approach emphasizes the need for a skilled advisory to work in the classroom with teachers; the advisory approach sometimes gives attention to the social organization of the school as it either supports or hinders teacher growth.

Organization development/sociology of organization. Many of the traditions of staff development practice discussed above place primary emphasis on the growth of the individual teacher and ignore or downplay the importance of the social context in shaping the possibilities for individual teachers to change. The following definitions of staff development, for example, reflect this focus on the individual:

- A meaningful inservice program is one in which training is directed toward teacher performance goals, of immediate relevance to teachers' everyday professional experience.[8]
- The professional growth model I have in mind involves three major components: attitudes, pedagogical skills, and substantive knowledge. It is these elements which taken together comprise the critical dimensions of inservice education.[9]

More recently, conceptions of inservice have frequently been broaden to take into account the impact of the social organization of schools and school districts. For example, the Teacher Corps has developed a model of inservice teacher education (ISTE), which they define as follows:

> It appears at present that there are four major dimensions that take the form of systems that link together to form the operating structure which is ISTE. The four systems are:
>
> (1) The Governance System
> (2) The Substantive System
> (3) The Delivery System
> (4) The Modal System
>
> The governance system is composed of the decision-making structures which legitimize activities and govern them. The substantive system is composed of the content and process of ISTE and deals with what is learned and how it is learned. The delivery system is made up of incentives, interfaces between trainees, trainers, and training, and staff. It deals with motivation, access, and relevance to the role of the individual professional. The modal system consists of the forms of ISTE, ranging from sabbaticals abroad to intensive on-site institutes. These modes are the envelopes in which ISTE is delivered.[10]

A recently influential conception of staff development that emphasizes the importance of the organizational context is derived from the Rand Corporation's Change Agent Study. The authors argue that the study:

> ...presents a fundamentally different view of staff development or inservice education from that typically found in the literature or in practice. The study moves away from a traditional view of staff development as a concern about the governance, financing, staffing, delivery, and reward structures for "those workshops" or as a problem of technology transfer. Instead, the Rand study emphasizes learning for professionals as part of ongoing program building in an organizational context. This <u>view</u> of staff development is one of the most important implications of the study....
>
> Viewing staff development in the context of program building also helped shift staff development from a deficit model where teachers are seen as needing inservice because they lack professional skills....Though educational research de-

> veloped over twenty-five years has not resolved the dilemma of what constitutes good teaching, deficit-model outside experts or central office specialists often act as though they know.[11]
>
> We use the term staff development instead of inservice because it suggests a different approach to involvement, one that considers the effects of the whole school (the staff) on the individual (the teacher) and the necessity for long-term growth possibilities (development).[12]

There are many different schools of thought about analyzing the dynamics of organizations, and the Rand approach draws heavily from a particular school of organizational analysis. In describing a desirable form of staff development, the authors are strongly influenced by the organization development tradition, which emphasizes the importance of participation as a key strategy for improving the effectiveness of organizations.

In fact, the organization development tradition has influenced most staff development programs that have approached staff development from an organizational perspective as opposed to an individual perspective. In its pure form, the organization development approach downplays the specific teaching practices and new curricula that have been the focus of other traditions of staff development practice. Instead, organization development specialists emphasize changing such aspects of organizational process as communication and decision-making.[13]

Some approaches to school improvement have combined this emphasis on organizational process with the introduction of specific instructional strategies. One of the largest such efforts is Individually Guided Education, a comprehensive scheme for introducing individualized student instruction and revamping the school's social organization and decision-making process.[14]

## A Pragmatic Definition of Staff Development

We wished to carry out a study that would accurately describe all the activities being carried out in local school districts that could be considered staff development. Given the varied traditions

of staff development practice discussed above, we wanted to employ a basic working definition that was broad enough to encompass all of these traditions of practice. Thus, for the purposes of the research, we adopted a pragmatic definition of staff development, as follows:

> Any school district activity that is intended partly or primarily to prepare paid staff members for improved performance in present or possible future roles in the school district.

Such a broad definition allowed us to look at the staff development activities initiated by the central office staff of the school districts; the activities initiated by principals, teachers and others at the local school buildings; the activities, workshops, courses, programs, etc. involving colleges and universities with district teachers; as well as special advisory and teacher center projects. In Section 2 on research methods, we will discuss the limits of this definition in its application during our research.

## There is No Clear Evidence about What Constitutes Effective Staff Development

We have identified a number of reviews of the literature on staff development, including reviews of staff development research and evaluation studies.

The major theme of these articles is that staff development is poorly conceptualized and that very little competent research has been done about staff development. A general literature review conducted by the National Education Association comments on the disorganized nature of writing about staff development:

> Obviously there is a multitude of concerns being treated in inservice education programs. That fact is a plus. The reports will certainly help anyone looking for ideas. On the other hand, the reports reflect a disarray, a hodgepodge. In most programs little attention is given to formulating a comprehensive concept of inservice education. Too often, objectives are narrow and unrelated to a larger purpose or rationale. The bulk of the programs are of short duration and attack a single topic. Most programs are either remedial--for example, they prepare teach-

> ers to deal more effectively with the critical problems of the disadvantaged, of making integration work or of upgrading the teaching of skill subjects--or they introduce new wrinkles such as the inquiry approach, an emphasis on effective learning, or different arrangements of content. Such programs are undoubtedly needed and the reports indicate successful achievement of purposes. The approach <u>is</u> piecemeal. And the result is patchwork.[15]

The Teacher Corps has also conducted a comprehensive review of this literature and reached similar conclusions. Of over 2000 books, articles, reports, and unpublished papers reviewed, they found that "only a handful are of a higher order of generality" and "only a few deal with a review of literature or research."[16] Only one research review was considered competent, despite the fact that it was "rather primitive scientifically."[17]

Subsequent to the Teachers Corps' general review of literature on staff development, McDonald summarized the status of research and evaluation concerning staff development by saying he had found "practically no evaluation data on inservice programs."[18] He argues that this lack of evaluation stems from a widely shared assumption that continuing inservice for teachers is unquestionably necessary and worthwhile. Concerning the inservice courses offered by colleges and universities, for example, he states:

> ...policy makers believe that continuing education for teachers is an activity of unquestioned worth. The system has strong support because it represents an indirect subsidy of universities and colleges. In other words, it is a matter of public policy that teachers continue to acquire educational credits through their professional career. When such public policy decisions have been made and have been in place for decades, it is not surprising that the consequences of these decisions have not been evaluated.[19]

Given the concensus of these major review articles concerning the dearth of empirical information about staff development and concerning the strongly prescriptive nature of most writing about staff development, we felt that it was both necessary and important to conduct a descriptive study that would document the extent and

nature of staff development experiences actually being carried out in a representative group of large urban school districts. We have used cost analysis as a major tool in pursuing this objective, because the expenditure of money is a good indicator of where effort is actually being concentrated.

In conducting a descriptive study, we were unable to assess the quality of specific staff development experiences. We agree with McDonald's plan for the evaluation of staff development experiences, which involves assessing the following:

> (1) the degree to which teachers accept the program, believe it is beneficial to them and become sufficiently involved in the program that they become in effect students of their own behavior....
>
> (2) the extent to which the trainees understand how and why the training program has been designed the way it has, and why and how the effects of the program are being evaluated in the way in which they are being evaluated....
>
> (3) the direct effect on classroom performance (the adoption of the new materials, procedures, etc.)....
>
> (4) the extent to which changes in teacher performance had a measurable effect on pupil learning or behavior.[20]

We hope that the present study can help provide an understanding of the overall configuration and context of staff development that will allow focused evaluations of specific staff development efforts to be conducted more fruitfully.

## Four Organizational Models of Educational Systems Help Us Understand the Nature of Staff Development

As stated earlier, thinking about staff development has been dominated by a focus on the individual, and the importance of organizational context has been played down. More recently, there has been an increased interest in the impact of the organization in shaping staff development and its consequences; however, the introduction of organizational concerns into the analysis of staff development has drawn primarily on the organization development tradition. Organization development--with its emphasis on increased parti-

cipation in organizational decision making--is only one of a number of perspectives that can be used to illuminate the importance of organizational variables in shaping staff development practice.

Students of organizations have identified four major traditions of organizational analysis that are of potential use in understanding staff development. Elmore has cogently summarized these four ways of viewing organizations and the perspectives they suggest about the process of policy implementation.[21]

1. The systems management model is based upon the normative assumptions of the rational, goal-directed behavior of hierarchically structured organizations. Implementation consists of deliberate planning, specification of actions, and control of operations.

2. The organizational processes model (or organization development model) is based upon normative assumptions about optimal organizational functioning. Its premises include the following:

> Organizations should function to satisfy the basic psychological and social needs of individuals for autonomy and control over their own work, for participation in decisions affecting them, and for commitment to the purposes of the organization....The best organizational structure is one that minimizes hierarchical control and distributes responsibility for decisions among all levels of the organization....The implementation process is necessarily one of consensus building and accommodation between policy makers and implementors. The central problem of implementation is not whether implementors conform to prescribed policy but whether the implementation process results in consensus on goals, individual autonomy, and commitment to policy on the part of those who must carry it out.[22]

3. The bureaucratic process model is largely descriptive, viewing organizational behavior in terms of "irreducible discretion exercised by individual workers in their day-to-day decisions and the operating routines that they develop to maintain and enhance their position in the organization....power in organizations tends to be fragmented and dispersed among small units exercising relatively strong control over specific tasks within their sphere of

authority....All proposals for change are judged by organizational units in terms of the degree to which they depart from established patterns."[23] A major concern of the people in the organizations is "how to control the stress and complexity of day-to-day work...[which produces] a whole set of informal routines... [called] 'coping mechanisms.'" [24]

> Implementation consists of identifying where discretion is concentrated, which of an organization's repertoire of routines need changing, devising alternative routines that represent the intent of policy, and inducing organizational units to replace old routines with new ones.[25]

4. The conflict and bargaining model that views organizations as bargaining coalitions in which:

> ...individuals and subunits with specific interests compete for relative advantage in the exercise of power and the allocation of scarce resources....Formal position in the hierarchy of an organization is only one of a multitude of factors that determine the distribution power. Other factors include specialized knowledge, control of material resources, and the ability to mobilize external political support....Decision making in organizations consists of bargaining within and among organizational units. Bargained decisions are the result of covergence among actors with different preferences and resources.... Implementation consists of a complex series of bargained decisions reflecting the preferences and resources of participants.[26]

For Elmore, each of these models has advantages and disadvantages in conceptualizing the nature of organizational functioning and the implementation of organizational change. He does not view them as rival hypotheses, but instead suggests that:

> ...applying different models to the same set of events allows us to distinguish certain features of the implementation process from others. In fact, every implementing agency probably has a set of management controls, a firmly entrenched collection of operating routines, some process for eliciting the involvement of implementors, and a set of internal and external bargaining relationships. The important question is not whether these elements exist or not, but how they affect the implementation process....[27]

Our own previous experience in studying organizations is consistent with Elmore's advice, and it is this multiple perspective approach that has shaped the design of the study and the interpretation of study data.

The systems management model emphasizes the formal structure of the organization being studied. Formal organizational structure at the central office and school level is the basic orienting device for the study. We have systematically sought to identify all activities of various formal units of the school district that fit our definition of staff development. However, we find the rational systems management model of an organization by itself inadequate to explain the organizational behavior we observe in school districts, so we turn to alternative models to enrich our understanding.

The organizational process or organization development model emphasizes the nature of decision-making participation by people responsible for implementing policy as a key determinant of whether new ideas are carried out in practice. A key focus of our research has been to identify those persons who make the decisions in planning staff development experiences and carrying them out, and thus to understand system-wide patterns of decision making about staff development. However, we are also cognizant of some serious limitations of the organization development model as either a descriptive or prescriptive model. Both our own research concerning public schools and the research of others indicate that increased participation in decision making does not necessarily lead to improvements in the quality of services to children.[28] Further, the organization development model fails to analyze some obvious features of organizational life, such as the importance of routines in stabilizing organizational activity and the role of conflict in decision making.

Also, the organization development model focuses attention on only two sets of actors: the system managers who want a policy carried out and the front-line staff members who are responsible for carrying it out. The model does not deal adequately, for example, with the role of the clients of the organization--parents and students. Thus, we turn to two other models for additional conceptual

tools in understanding local school districts as organizations.

The bureaucratic process model emphasizes the organizational routines that are developed to regularize work within the organization and the discretion exercised by individual workers and work units. This model has proven the most useful of the four for the purposes of this study. We have found it productive to employ the concept of organizational routines as a central one in the study. Our basic method of investigation is to identify and analyze all organizational routines that fit our definition of staff development.

Further, the emphasis of the bureaucratic process model on the discretion exercised by individual workers and work groups fits well with our data from a pilot investigation and became critical in subsequent analysis. Several previous investigators have emphasized the important role of discretion in tempering the implementation of policy in school districts. In his study of school teachers, Lortie concluded that there is remarkably low interdependence among organizational units in schools and remarkably high independence of role and autonomy of function.[29] Weick characterizes schools as loosely coupled systems in which organizational units:

> ...are somehow attached, but...each retains some identity and separateness and...their attachment may be circumscribed, infrequent, weak in its mutual affects, unimportant, and/or slow to respond....Loose coupling also carries connotations of impermanence, dissolvability and tacitness all of which are potential crucial properties of the "glue" that holds organizations together.[30]

Weick observes that "an organization's structure is not coterminous with its activity";[31] i.e., that what school people actually spend their time doing is not necessarily what one might expect from the organization's formal structure. This observation fits our data extremely well.

Another important aspect of discretion within school districts is that the superior of a given school person characteristically does not closely oversee the specifics of their subordinate's work. Meyer and Rowan describe a "logic of confidence" by which:

> ...higher levels of the system assume that what is going on at lower levels makes sense and conforms to rules, but avoid inspecting it to discover and assume responsibility for inconsistencies.[32]
>
> Parties bring to each other the taken-for-granted good faith assumption that the other is in fact carrying out his defined activity. The community and the Board have confidence in the Superintendent, who has confidence in the Principal, who has confidence in the teachers. None of these people can say what the other does or produces... but the plausibility of their activity requires that they have confidence in each other.[33]

All of these aspects of "discretion" or "loose coupling" were extremely useful to us in formulating our research plan after a pilot investigation and in interpreting our data.

The fourth organizational model, the conflict and bargaining model, focuses attention on the ways that bargaining and conflict between interest groups (teachers unions, central office administrators, parents, school board factions, etc.) shape the nature of staff development. And we found features of the staff development activity within school districts that are analyzed most productively as the result of such bargaining processes (e.g., the nature of systems for increasing teachers' salaries when they complete university course work).

Thus, we have taken elements from each of the four models described by Elmore in designing the study and in interpreting the resulting data, as will be spelled out in subsequent sections.

## The Costs of Staff Development Merit Careful Analysis

There are several reasons why it is important to study the costs of staff development. First, as stated earlier, identifying patterns of expenditure is a telling way to understand the real priorities of an organization.

Second, school districts are facing financial stress caused by declining enrollments, inflation, and increasing personnel costs.[34] If new staff development programs are going to be carried out in

financially-pressed school districts, it will be essential to understand the costs of both present and planned programs.

Thus, after identifying the organizational activities that fit our definition of staff development, we have analyzed the costs of carrying out these activities.

## Summary

We have selectively reviewed some research literature on staff development and on the functioning of organizations to clarify some key ideas that have shaped our study design. These ideas are as follows:

- There are several distinct traditions of staff development practice. Thus, we have employed a broad definition of staff development that helps us identify all activities within a school district intended to prepare staff members for improved performance in present or possible future roles.
- Little research or evaluation has been conducted concerning staff development and there are no compelling research findings about what constitutes effective staff development. Given this limited knowledge base, we concluded that a study documenting the nature and extent of staff development activities in a representative group of school districts would constitute an important contribution to the understanding of staff development.
- Four organizational models of the educational system can each help us in understanding important dynamics that shape staff development activity: the systems management model, the organizational process (or organizational development) model, the bureaucratic process model, and the conflict and bargaining model. We have drawn from each of these four models in designing this study and interpreting the data. From these models, we have drawn such key concepts as formal organizational structure, patterns of decision making, organizational routine, discretion, and bargaining among interest groups.
- Analyzing the costs of staff development is both an effective way to understand its actual configuration and a critical policy issue, given the financial constraints that school districts now experience. Thus, we have developed methods for analyzing the costs of the staff development activities we have identified.

In Section 2, the reader will see how these key ideas are incorporated into the design of the study.

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## SECTION 2. RESEARCH METHODOLOGY

### Design Considerations

Our initial purpose in investigating staff development programs and their costs was to construct a method for educators and citizens to use in analyzing the staff development programs in their own school districts. In the resulting handbook (Rethinking Staff Development), we have explained this methodology in great detail, so that educators or citizens, with some help from a cost accountant, could conduct a similar investigation.[35] The reader who is interested in replicating our methods should consult this handbook.

In this section, we have provided an overview of the important points of the research methodology; we have presented specific interview schedules and analysis forms in Appendices B to G.

Of course, the implementation of the study plan did not unfold as smoothly as the next steps described below might indicate. Because of our past experiences in studying complex organizations, we were not surprised to find in the three school districts pronounced differences in organizational structure and quality of program and financial records that required adjustments in our plans. However, the overall description below accurately reflects the major research steps employed in the three school districts, although we have not described details of the adjustments that were necessary to deal with specific problems along the way.

### An Operational Definition of Staff Development

As explained in Section 1, we decided it was essential to adopt a very clear operational definition of staff development to apply to the three school districts, since the school people themselves would probably hold to quite varied definitions even within the same district. We did not want to limit our investigation only to

those activities that individual school people customarily called staff development. Thus, we defined staff development as:

> any school district activity that is intended partly or primarily to prepare paid staff members for improved performance in present or possible future roles in the school district.

Several objections might be raised to this definition. First, some of the activities that fit our definition satisfy more than one objective of the school district. For example, the work of curriculum specialists often involves a complex mixture of staff development, curriculum development, and day-to-day administration. We believed that this complexity should be clearly acknowledged in analyzing staff development, but that activities with an important staff development aspect should not be discounted because they also fulfill other objectives. Even the most conservative use of a reasonable staff development definition will highlight many activities that had not been previously considered as staff development, yet should be.

Second, someone may object that a certain activity should not be thought of as staff development because it is carried out mechanically or incompetently. For example, procedures for reviewing teacher performance through classroom visits by the principal often become an empty administrative routine. However, this activity, whether it is being carried out well or poorly, is in part an effort to improve staff performance and is consuming time, energy, and money. Thus, the identification of all activities intended to improve staff performance is an important initial step that should precede an evaluation of their quality.

Third, someone might protest that an activity outwardly intended to improve teacher performance is in fact fulfilling other purposes. For instance, some school administrators and teachers feel that school districts' systems for awarding salary increases for completing educational courses has become a fringe benefit for teachers, rather than a mechanism for staff improvement. We believe that if the real purposes for certain activities have changed,

when they are publicly justified as staff development, it is important to identify them. Thus, we have considered such activities as part of staff development.

Some Limits Set on the Operational Definition

In applying our definition in specific school districts, we needed to spell out some clear operational limits. First, we focused on staff development for classroom teachers. We recognized the desirability of analyzing staff development activities for all school district staff, but we felt that such an approach would be beyond our resources. (The methodology we developed can of course be applied to other school district employees.) The only time that we analyzed staff development activities intended for other school district staff members was when these activities were integrally related to teacher staff development.

A second limit in applying our definition of staff development is that we excluded teachers' day-to-day teaching and lesson planning. One might argue that the most effective staff development for many teachers is the personal planning and analysis that is part of their everyday work. We excluded this type of activity in order to be conservative in our estimates of teacher time spent in staff development and to set some reasonable limits on what we would investigate empirically. However, we did include as staff development special sessions in which teachers planned collaboratively with one another or with advisors or supervisors.

A third limit we imposed in the study was to focus on costs incurred by the school district directly, or costs for which the school district was being reimbursed from other sources. Exploring costs incurred by individual teachers or by other organizations such as colleges whose staff development activities affect the local school district would have introduced unmanageable complexities into the study.

Finally, to keep cost estimates conservative, we did not compute any school district overhead costs for staff development ac-

tivities (e.g., we did not compute costs for school facilities that were used for staff development workshops).

## Analyzing Organizational Routines that Entail Staff Development

Drawing on the research literature concerning organizations, we used "organizational routines" as a focus of our investigation. We sought to uncover the basic organizational routines within each school district that entailed staff development. The methodology for uncovering these routines was based on extensive interviews with school district staff members who were involved with staff development at several levels:

- central office administrators who made policy decisions that influenced staff development programs.
- school district staff in the central and subdistrict offices (e.g., directors, supervisors, coordinators, specialists, etc.) who planned, designed, and carried out staff development programs.
- school administrators (i.e., principals, vice-principals assistant principals, deans) who frequently designed and led staff development activities and also arranged for resources to support staff development at the local school level.
- classroom teachers who participated in district-wide as well as school-based staff development activities.

We drew on the perceptions of these different people to develop clear pictures of the planning, design, and execution of each important staff development routine. We often got divergent perceptions of the content, quality, and time expended in particular types of staff development activities. By critically examining these differing responses and often by going back to get additional information, we developed a specific detailed understanding of what is going on, penetrating vague generalities.

## Analyzing Related Costs

The study was designed to enable us to relate staff development activities to their costs. We assumed that detailed and ac-

curate cost analysis of staff development programs would be important to school district decision makers and to interested teacher and citizen groups in rethinking staff development programs. Thus, we had to become fluent in interpreting the financial systems of each school district to account for the costs of specific staff development activities we identified. In order to base our cost analysis on actual rather than projected expenditures, we used the expenditure data from the most recently completed fiscal year in each school district. Therefore, in interviewing school district staff about the nature of staff development activities, we asked them about activities that had been carried out during the fiscal year under study.

## Site Selection

Our data collection procedures and instruments were initially developed and pilot tested in a school district we called "Seaside." Well known for its innovative programs and emphasis on staff development, this large urban school district promised to have a wide range of staff development activities for analysis. Our study there substantiated this assumption.

We also wanted to study large urban districts with less emphasis on staff development than Seaside. To identify them, we carried out a telephone survey aimed at the school districts serving the 75 largest cities in the United States. Using The School Universe Data Book as a guide, we identified the central office staff member formally responsible for staff development (usually the director of staff development, director of inservice education, or assistant superintendent for instruction).[36] In a telephone interview with this person, we gathered information about:

- allocation of personnel to staff development or inservice programs
- university, college, and federal programs involving staff development
- state requirements for inservice or recertification
- the overall financial status of the school district

- allocation of discretionary money to staff development for conferences, consultants, training, etc.
- salary schedule for educational increases

We were successful in contacting school district administrators in 45 of the target school districts. From this information we ranked the school districts surveyed on a 13-point scale in terms of the apparent extent of staff development activities. On this scale, the Seaside School District receiving 12 points, the highest rating of the districts surveyed. We then singled out for study the "Riverview" School District which received 7 points (the mid-point of our scale and also the mean for all districts), and the "Union" School District (which fell in the lower third of all districts surveyed with 4 points). We then successfully gained the cooperation of these districts in carrying out the study.

## Conducting the Studies in the Three School Districts

While some adaptation of the general methodology was necessary in each district depending on special features of the staff development programs and the availability of records, the processes of data collection and analysis were similar in all three districts. Data collection followed six steps:

1. Gaining an understanding of the school district and and staff development activities.

2. Gaining an understanding of the school district's financial system.

3. Gathering and compiling information about staff development conducted by the central office staff.

4. Gathering and compiling information about staff development activities occuring at the school building level.

5. Analyzing information about the salary increase system.

6. Completing the analyses.

We will describe each of these steps briefly. For more detail the reader should examine the handbook, Rethinking Staff Development.

1. Gaining an Understanding of the School District and Staff Development Activities

In each district, after approval was granted for us to conduct the study, we interviewed two or three members of the central office staff to get an overview of the district, its problems, recent history, organizational structure, and a general description of its staff development programs. The format for this interview appears in Appendix B. We usually interviewed the superintendent, the assistant superintendent for instruction (or curriculum), and the director of staff development (or inservice). We also collected a large number of documents on organizational structure, personnel, school budget and expenditures, special programs, salaries, student enrollment, individual schools, etc. From these interviews we determined who would be interviewed initially in the central office and subdistrict offices.

We also selected a sample of schools to visit. To select these schools, we first identified the major categories of schools around which the district's educational program was organized. The school districts operated regular mainstream schools, typically elementary schools, junior high or middle schools, and high schools. They also operated special schools, such as alternative schools, magnet schools, vocational schools, and special education schools.

Among the regular or mainstream schools, we distinguished between schools that were above the average and below the average in their concentration of federal programs. By sampling both types of schools we insured that we were looking at a range of schools in terms of economic and racial composition. We also found that the presence of federal programs was an important influence on the nature of staff development.

We then selected a 10% to 20% random sample of schools in the regular and special categories. In selecting regular schools, we drew some from the pool of schools that were above the average in

their concentrations of federal programs and those that were below average. For example, in Riverview, we chose samples of elementary schools with above average concentrations of federal programs, elementary schools with below average concentrations of federal programs, high schools with above average concentrations of federal programs, high schools with below average concentrations of federal programs, vocational schools, and magnet schools.

2. Gaining an Understanding of the School District's Financial System

In this step we interviewed the key financial administrators of the school district (usually the treasurer, business manager, and/or budget director) and carefully examined available financial reports (particularly records of expenditures for the recently completed school year). The format for this interview appears in Appendix C. We had to determine how compatible the school district's accounting procedures were with the kinds of program data we would be collecting. We had to learn how the district recorded such expenses as:

- the salaries and benefits of individual central office staff
- the salaries and benefits of different types of classroom teachers (e.g., elementary, secondary, Title I, magnet program, special assignment)
- the salaries and benefits of school principals
- the costs of substitute teachers used to release regular classroom teachers for staff development
- the costs of stipends paid to teachers to attend staff development
- fees paid to consultants for conducting workshops
- the salaries and benefits paid to teachers on sabbatical leave
- the cost of direct expense for staff development activities (e.g., travel, conference fees, training materials)

The kinds of costs listed above are rarely line items in school district budget and expenditure documents. Our initial interviews with the financial people were to familiarize us with their systems

and to plan ways to extract (often with their help) the kinds of information needed to determine the costs of the staff development program activities. Some of these costs could be derived from existing documents (e.g., all consultant fees paid by the district could be examined to determine which went for consultants doing staff development and which for other services such as long-range planning, management information systems, building construction, etc.). Other costs could be derived from estimates obtained from our interviews about how much time different types of staff members spent in staff development activities as a percentage of their salaries and benefits (e.g., if Title I teachers spent, on the average, 70 of their 1400 hours of contracted work time in staff development during the school year, staff development would constitute 5% of their time and "cost" would be 5% of their salaries and benefits).

### 3. Gathering and Compiling Information about Staff Development Conducted by the Central Office Staff

In Step 1 we identified the first round of central office staff members to interview. For these interviews, we attempted to identify staff members who planned and carried out major activities that fit our definition of staff development. In interviewing this first round of people and in subsequent interviews with central office and subdistrict office leaders of staff development, we sought to obtain as detailed information as possible about how they spent their time when engaged in staff development activities. The interview format appears in Appendix E.

Using the handout presented in Appendix D, we explained the purpose of our investigation, discussed our definition of staff development, and offered the following list of the kinds of activities in which teachers might participate that we would consider staff development:

- Receiving on-the-job advice and feedback.
  Such as -- advisory assistance given to teachers in the classroom.
  -- feedback to teachers on their performance, as in the school's staff evaluation process.

- Participating as a learner in structured experiences outside of the context of regular job duties.
  Such as -- workshops, seminars, courses, inservice sessions (including single meetings or series of meetings).
  -- professional meetings and conventions.

- Sharing and analyzing problems and ideas with peers.
  Such as -- regular staff or department meetings.
  -- committee work that involves staff development.

- Observing the job activities of others.
  Such as -- visits by teachers to other classrooms, schools, or programs.

- Teaching other staff or supervising other staff in ways that involve staff development.
  Such as -- a rotating department chairmanship designed to give people a chance to explore new ideas by being freed from teaching.

- Systematically planning and/or trying out a new approach.
  Such as -- joint planning or collaboration on a special project.
  -- planning a new curriculum.
  -- pilot teaching a new course.

- Seeking information to improve one's skills and knowledge.
  Such as -- research conducted in the school or community.
  -- formally-supported sabbaticals.
  -- released time to visit a teachers' center.

- Interning in a job primarily to develop new skills.

We then asked the person interviewed whether these types of activities were carried out in the school district. When a staff member had a detailed understanding of a particular routine (e.g., Title 1 inservice workshops in basic skills, in-class assistance by reading specialists, sabbaticals for experienced teachers), we pressed this person for very specific information about the nature of the activity, how it was planned, the number of "leaders" and "learners" involved and the nature of their involvement, the time entailed in planning and carrying out the activity, and any direct costs associated with it. The format for these questions appears in Appendix D.

We tried to interview enough people in each role (e.g., social studies supervisor) to adequately characterize different staff development routines that people in that role were involved in. In small departments (i.e., 2 or 3 people) we interviewed all of the staff members; in larger departments with several different roles (e.g., 10 supervisors, 16 specialists) we interviewed about a third of the people in each role. If there was a wide disparity in the information we received from people with a particular role after our initial round of interviews, we would interview additional people in that role. The information provided by sampled staff members was then applied to all people in that role.

The central office and subdistrict staff development leaders whom we interviewed often provided us with documents that detailed the participation of teachers in the activities they led. We used these documents to estimate teacher participation in district-wide staff development activities and compared them with estimates obtained from teacher interviews.

### 4. Gathering and Compiling Information about Staff Development Activities Occurring at the School Building Level

Interviews in Steps 1 and 3 gave us preliminary information about school-based staff development activity. At each school in our sample, we interviewed the school principal, other school administrators or coordinators who had responsibilities for staff development activities, and three or four teachers.

The principals and other school administrators provided us with an understanding of the school-based staff development programs at their schools and explained how staff development initiated at the school level related to the activities initiated by central office staff development leaders. They furnished details about the extent of teacher participation and administrative arrangements for activities (e.g., how teachers were released--via substitutes, aides, administrators taking classes). Some principals were able to give concrete expenditure information about certain activities.

The teachers interviewed provided further information about the nature of school-based and district-wide staff development activities. Teacher interviews also gave us a basis for assessing estimates of participation and time obtained from principals and central office staff. Teachers also identified activities that had not been described by the central office staff or the school administrators. Frequently, short follow-up interviews were conducted with central office staff to cross-check information.

The format for our interviews with teachers and school administrators appears in Appendix F. In these interviews, we first discussed our definition of staff development. As in our interviews with central office staff, when we found that they had specific knowledge of a particular staff development routine, we asked them for the detailed information about the routine indicated in Appendix D.

From selected interviews in each school district, we concluded that the percentage of time that school administrators and instructional aides spent in activities supporting staff development for teachers (taking classes, participating in planning and staff development with teachers, etc.) was approximately the same as the percentage of time that teachers spent in school-based staff development. Thus we simplified our data collection and analysis by assuming that principals and classroom aides spent the same amount of time involved in teacher staff development as the teachers did.

5. Analyzing Information about the Salary Increase System

In this step we analyzed documents and data collected by the personnel offices of the school districts to determine how much additional salary was paid to teachers who had completed educational requirements for moving up on the salary scale for the year under study. Since these costs are not generally calculated by school districts and do not appear in their annual budget, we had to derive them by analyzing statistics on the numbers of

teachers who received salary increases at each educational attainment level of the salary scale and the additional salary involved for an individual teacher. We also sought any data on costs of scholarships, tuition reimbursements, or fee waivers that were involved when teachers took courses.

6. Completing the Analyses

The interviews that were carried out at the school district and school levels generated a large number of interview protocols, including individual comments about specific organizational routines entailing staff development (e.g., inservice workshops to introduce a new foreign language curriculum, on-site assistance in bilingual teaching methods, released time to work on curriculum projects in a school district teacher center). Drawing on the information about such routines obtained from individuals, we prepared a composite description of how each routine was carried out, which was recorded on Form G-1 in Appendix G. Then, drawing on information about the amount of time spent on a particular routine, we calculated the staff time spent by both leaders and learners who were involved in this routine; this information was calculated on Form G-2. On Form G-3, this staff time was translated into salaries and benefits for leaders and learners involved. On Form G-4, we calculated direct costs for carrying out a particular routine, such as travel, materials, and special rentals.

Detailed instructions for using these forms, along with examples, appear in Rethinking Staff Development.

In each of the school districts, we reviewed our understanding of staff development routines with knowledgeable school staff, and we asked them to comment on the accuracy of our analysis. We then prepared a feedback report about what we had found and asked for comments on its accuracy. Some of the information contained in the feedback reports to the three districts was incorporated into Rethinking Staff Development, which describes how this type of study can be done in a local school district. In the following six sections, we present a refined analysis of this information for an audience of researchers and policy makers.

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## SECTION 3. OVERVIEW OF SCHOOL DISTRICT CHARACTERISTICS AND EXPENDITURES

### General Description of the Three School Districts

To provide a context for detailed analyses of school district programs and finances, it is useful to present some basic information about some distinguishing characteristics of each school district, about the overall expenditures of the school districts and the source of these expenditures, and about the total amount spent on staff development.

### Distinguishing Characteristics

Seaside, Riverview, and Union are among the larger cities in the United States with populations ranging between 500,000 and 750,000 people. Table 1 presents some statistics about the sizes of the school districts serving these cities. Seaside School District is considerably larger than the other two. All three are experiencing declining enrollment, while inflation, increasing teacher seniority, and other fiscal factors produce steadily rising educational expenditures.

Each district had distinguishing characteristics that influenced its staff development program in ways that will be discussed later. Seaside, for example, had the following key characteristics:

- a generally strong financial picture at the time of the study, although some moderate economies had been necessary in the preceding few years.
- a history during the preceding decade of strong support for staff development from successive superintendents of schools, as a result of which Seaside had developed an extensive curriculum of district-sponsored courses through which teachers could earn credits for salary increases.

TABLE 1.--Selected Characteristics of the Three School Districts*

| | Number of Pupils | Number of Teachers | Current Expense of Education** |
|---|---|---|---|
| Seaside School District | 130,000 | 5,300 | $ 163,656,000 |
| Riverview School District | 78,000 | 4,100 | $ 122,429,000 |
| Union School District | 89,000 | 4,200 | $ 123,943,000 |

*Based on information for the fiscal year studied:
Seaside - 1976-77, Riverview and Union - 1977-78.
Statistics have been rounded off: number of pupils--to the nearest thousand, number of teachers--to the nearest hundred, current expense of education--to the nearest thousand dollars.

**"Current Expense of Education" is an annual budget total for all school district expenditures, except those for building construction, capital outlay, and food and community services.

- an emphasis on long-range planning and development.
- a moderate emphasis on encouraging independent decision making at the school building level.

Riverview had these distinctive characteristics:

- a rapidly declining enrollment that placed some financial strains on the district.
- a relatively high percentage of federal funding, which included money to support school desegregation.
- frequent support from a local foundation in funding special projects.
- a high turnover of school superintendents (three in the previous six years). Each had a different notion of how staff development should be carried out and who should have the primary responsibility for it. Consequently, numerous departments had become involved in staff development during this time. Each department that had coordinated staff development retained some important role in staff development activity.

Union was distinguished by the following:

- several severe financial crises in the past five years in which central office staff had been reorganized and substantially reduced.
- allocation of a significant amount of local funds to school desegregation.
- many small schools dispersed through a large geographical area, with a tradition of building-level initiative for staff development in many of these.
- a close relationship with a large local university that provided extensive preservice and inservice training opportunities for teachers.

Sources of Funding in the Three Districts

Funds for the current expense of education in the three districts (see Table 1) came from local tax revenues, general and categorical state aid, and a variety of federal aid programs--some specifically targeted for particular types of pupils or programs (e.g., Title I of ESEA) and some providing general aid (e.g., Impact Aid to pay for the expense of educating children of families working at federal installations). Since each of these districts is in a different state, the procedures for state aid allocation

varied somewhat. These school districts occasionally received grants from private foundations for specific educational programs. To provide an overview of these revenue sources we have developed a simplified picture of funding in the three districts in Table 2. We arranged the funding sources into three categories:

- General funds -- monies from local tax revenue and general state and federal aid
- Federal funds -- monies from federal categorical programs only
- Other funds -- monies from state categorical programs and private foundation grants

Table 2 shows some marked differences among the three districts in the sources of their funds. Despite differences in percentages of current expense of education coming from the general fund, the general fund revenues were virtually the same on a per pupil basis across the three districts (when Seaside figures are adjusted for the one-year difference in the period under study). However, marked differences in per pupil expenditures resulted from the federal funds received. Riverview School District derived a much greater proportion of its educational funds from federal categorical programs than did the other two districts. A major reason for the relatively larger amount of federal categorical funds in Riverview was the higher percentage of low-income and minority students (Riverview 72% minority, Seaside 43% minority, and Union 33% minority) and the concomitant higher percentage of pupils eligible for Title I funds (which accounted for more than $9 million in Riverview). Also, Riverview was the only one of the three districts to receive federal money for desegregation under the Emergency School Assistance Act (ESAA), which accounted for more than $2 million.

Seaside received a somewhat higher percentage of other funds then Riverview and Union. Virtually all of Seaside's $7.46 million in other funds came from state categorical money. Similarily, Union's other funds were entirely from the state. But the other funds in Riverview included almost $.5 million from private founda-

TABLE 2. -- Expense of Education in the Three School Districts by Funding Source

| | General Fund | | Federal Fund | | Other Fund | | Current Expense of Education | |
|---|---|---|---|---|---|---|---|---|
| | Expenses | Percent | Expenses | Percent | Expenses | Percent | Total Expenses | Percent |
| Seaside School District | $143,692,000 | 87.8% | $12,502,000 | 7.6% | $7,462,000 | 4.6% | $163,656,000 | 100.0% |
| Riverview School District | $102,613,000 | 83.8% | $15,749,000 | 12.9% | $4,067,000 | 3.3% | $122,429,000 | 100.0% |
| Union School District | $115,918,000 | 93.5% | $ 3,710,000 | 3.0% | $4,315,000 | 3.5% | $123,943,000 | 100.0% |

tions. Also included in Riverview's other funds was almost $2 million from the state for the operation of a teachers' college which is part of the school district and whose faculty are considered teachers in the Riverview School District.

## Staff Development Costs

One of our objectives in analyzing the staff development programs and their costs in these three districts was to determine the relative amounts of resources being allocated to staff development. While many educators are seeking more funds for staff development programs, none have clearly shown what resources are being spent on staff development activities. Based on our study, Table 3 shows what proportion of the current expense of education in each of the three districts was spent on staff development. As we expected, based on its reputation for extensive staff development and our pre-study survey, Seaside spent a considerably larger proportion of its educational expenditures on staff development than did the other two districts. And Riverview spent a somewhat higher percentage than did Union, as the pre-study survey had suggested.

The amounts of money spent by these districts on staff development--$9.3 million, $4.6 million, $4 million--are considerable sums. While these sums represent rather small percentages of the educational expenditures of the three districts, it should be noted that many major line items in these school districts' budgets are of comparable magnitude to total staff development expenditures (e.g., total central office administrative costs; pupil transportation; and the total costs for textbooks, teaching materials, audio-visual equipment, and instructional supplies).

## Organization of Findings in the Report

This report will examine the staff development activities in the three school districts that produced the staff development costs shown in Table 3. In Section 4 we describe the overall organizational structures of each district, the activities of the central

TABLE 3.-- Total Staff Development Costs as a Percentage of the Current Expense of Education in Three School Districts

| | Current Expense of Education | Staff Development Costs | Percentage |
|---|---|---|---|
| Seaside School District | $163,656,000 | $9,368,000 | 5.72% |
| Riverview School District | $122,429,000 | $4,607,000 | 3.76% |
| Union School District | $123,943,000 | $4,069,000 | 3.28% |

office leaders of staff development, and the dispersion of responsibility for staff development. In Section 5 we analyze the activities and time teachers spent in staff development, including schools sampled, activities identified in the sample, and projected costs for teacher participation in staff development across each district. In Section 6 we examine the incentives used to solicit teacher participation in staff development, including a comparative analysis of salary schedules for teachers. Section 7 will summarize and compare the staff development costs in ten major expenditure categories across the three districts. Section 8 concludes the report by discussing some implications of our findings for both policy and future research.

To facilitate the discussion of major study findings, we have placed computation of time and cost data and detailed breakdowns of findings in tables in Appendix A. Tables in the text present major findings. We discuss these findings in the text and refer the reader to the detailed tables in Appendix A.

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## SECTION 4. ORGANIZATIONAL STRUCTURE OF THE THREE DISTRICTS AND STAFF DEVELOPMENT PROGRAMS CONDUCTED BY CENTRAL OFFICE STAFFS

### Organizational Structure and Dispersed Staff Development Programs

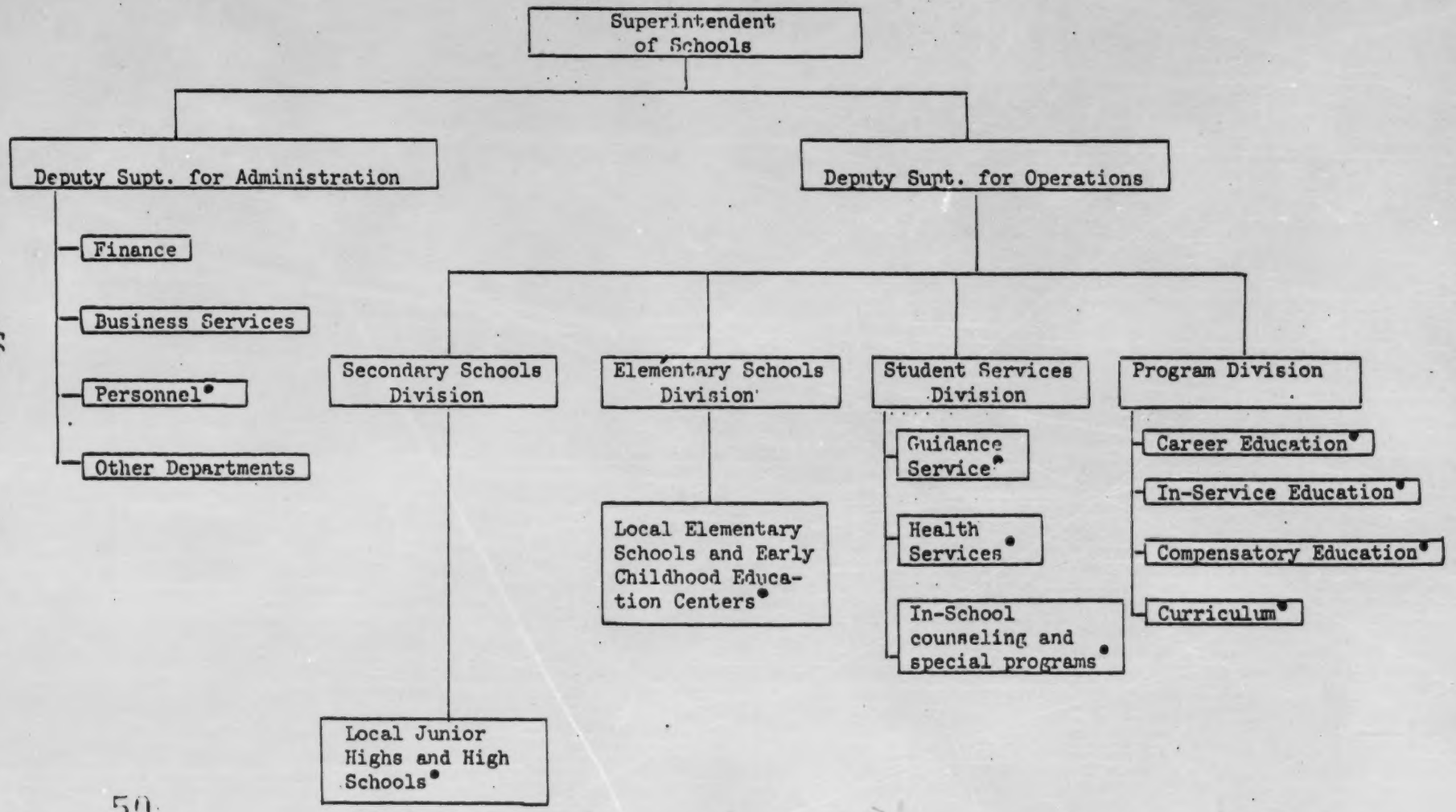
In this section we will describe the organizational structures of the three school districts and analyze the staff development programs conducted by central office department and subdistrict units.

Despite considerable variation in school district organizational structures, staff development programs in all three school districts were widely dispersed among central office departments and other units of the districts. Tables 4, 5, and 6 present simplified organizational charts of the three districts; each chart indicates departments and other units of the school districts that initiated appreciable staff development activities. From the three organizational charts, one can see that significant amounts of staff development activity were initiated at the school level; these activities will be analyzed in Section 5.

As Tables 4, 5, and 6 show, each district had several central office departments that initiated staff development activities. These departments were housed in several different branches or divisions of the organization and reported to different assistant, associate, or deputy superintendents. Some of these departments reported directly to the superintendent of schools. Riverview was the only district that also had subdistrict offices, and these subdistrict offices also initiated staff development activities.

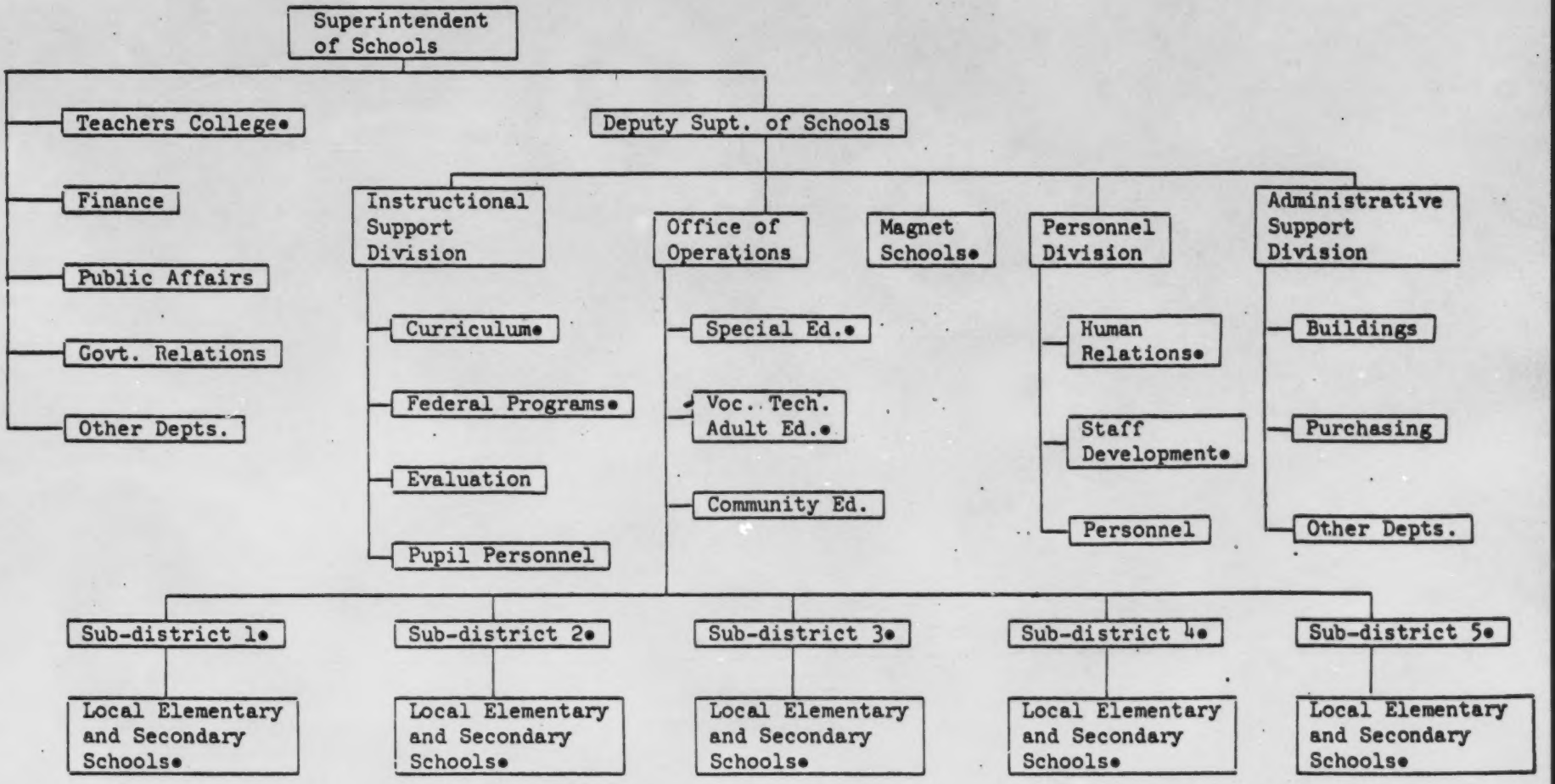
Each school district had a staff development or inservice department, but only one of these (in Union) was the largest single initiator of staff development among the district's departments.

TABLE 4.-- Simplified Organizational Chart of Seaside School District



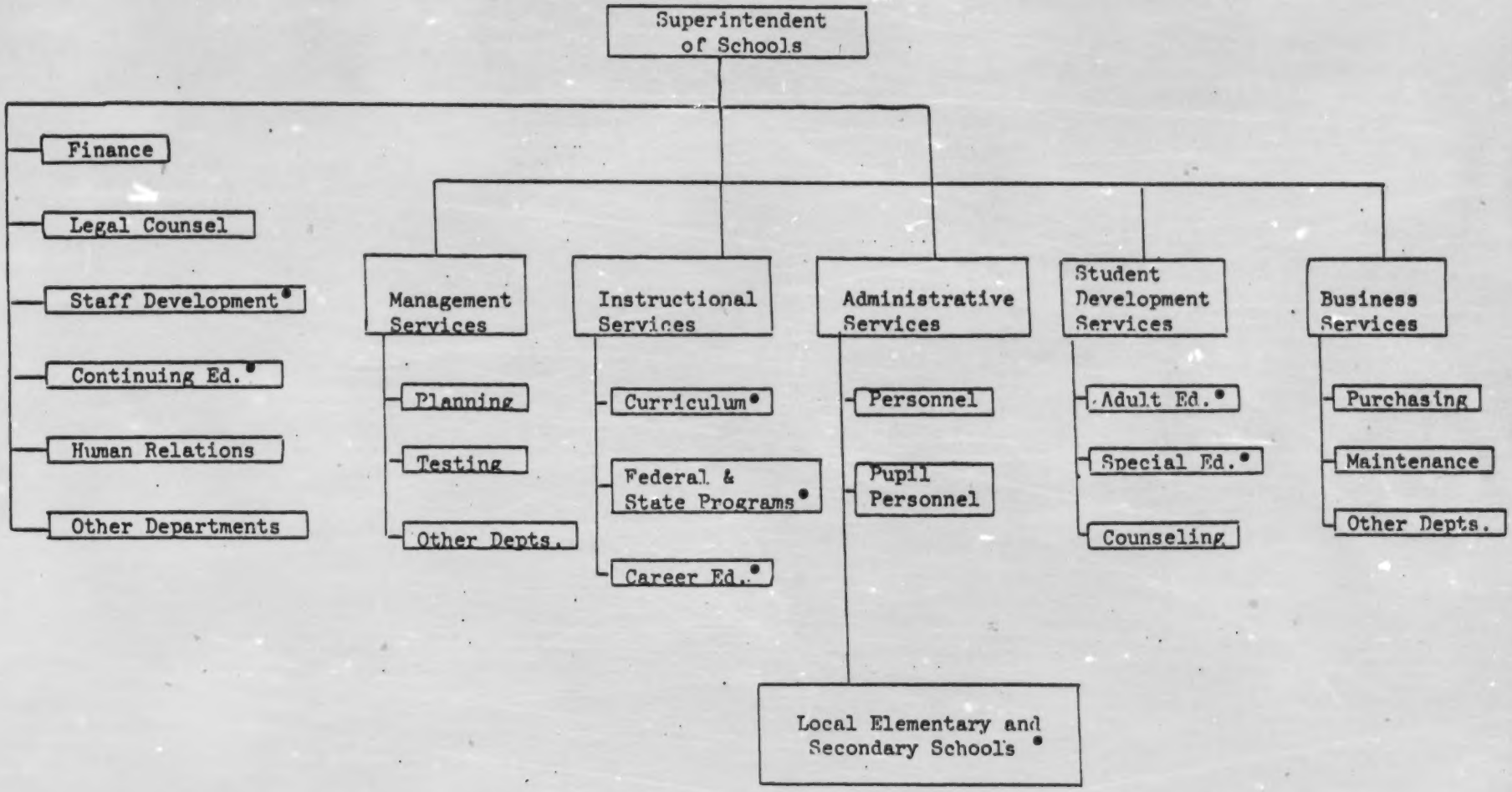

• Indicates a department that initiated a significant amount of staff development activity.

TABLE 5.-- Simplified Organizational Chart of Riverview School District




• Indicates a department that initiated a significant amount of staff development activity.

TABLE 6.-- Simplified Organizational Chart of Union School District




• Indicates a department that initiated a significant amount of staff development activity

## Staff Development Activities of Central Office Staffs

The departments and units initiating staff development were responsible for a great range of activities Tables 7, 8, and 9 present the following information about these activities:

- the number of staff members in each role for each unit who engaged in staff development.
- the overall percentage of time these leaders of staff development spent in such staff development activity; these percentages were used to calculate the portion of each person's salary and benefits attributable to staff development.
- the percentages of time these leaders spent in each of the major "types" of staff development in their district ("types" is defined below).
- the costs of the staff members' time and their funding sources.
- the time each organizational unit spent in staff development calculated in terms of full-time equivalents (FTEs).[37]

Below, we discuss these tables separately for each school district. Through this analysis, the reader will learn about the nature and level of staff development activities within each school district that were conducted by central office staff and the basis for calculating their costs.

### Seaside School District's Staff Development Activities

At first appearance the organizational structure of the Seaside School District shown in Table 4 might suggest that the majority of staff development programs were carried out by the inservice education department of the program division. However, this department was a three-person unit that helped coordinate and arrange for the staff development routines of other units, including an extensive set of courses, seminars, and workshops taught by central office staff that qualified teachers for salary increases. In addition to leading these courses for credit, central office specialists and resource teachers (essentially master teachers in specific subject areas) developed many other staff development programs in individual schools that were not coordinated through the inservice department.

There were three major divisions in Seaside's central office responsible for carrying out staff development, as indicated in Table 4. From interviews with staff members in each relevant organizational unit within these divisions, we estimated the amount of time each week (and over the entire school year) that staff spent working on particular staff development activities (e.g., a language arts resource teacher conducting a weekly two-hour workshop for twelve teachers at a given elementary school). There were five major activity "types":

- conducting seminars and workshops, usually in local schools
- providing individual teachers with in-class assistance
- administering and coordinating staff development activities
- conducting district-wide conferences
- training resource teachers to carry out staff development

These five types of activities we found in Seaside are quite similar to the five major areas we found in Union. In contrast, Riverview did not emphasize either conducting workshops and seminars in local schools or training resource teachers to carry out staff development.

Central office staff development leaders in Seaside. Table 7 shows that the major type of staff development carried out by central office staff members in Seaside was seminars and workshops. Most of these activities were counted for course credit to obtain increases on the teacher salary scale. Assistance to individual teachers was the second most prevalent form of staff development.

There were two departments that contributed heavily in personpower to central office staff development leadership in Seaside: the student services division and the curriculum department of the program division. The student services division, with 90 psychologists and counselors contributed 26.1 FTE positions to staff development activities. The student services division had directed

TABLE 7.-- Costs (Staff Salaries and Benefits) of Staff Development Leaders in Central Office Departments Based on Percentage of Time Spent in Staff Development Activities for the Seaside School District

| DIVISION/DEPARTMENT | NUMBER OF STAFF | PERCENTAGE OF TIME IN STAFF DEV. | ACTIVITIES: SEMINARS/ WORKSHOPS IN SCHS. | INDIVIDUAL TEACHER ASSISTANCE | ADMIN./ COORD. | DISTRICT-WIDE CONFERENCES | RESOURCE TEACHER TRAINING | STAFF DEVELOPMENT COSTS | GENERAL FUND | FEDERAL FUNDS | OTHER FUNDS |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **PROGRAM DIVISION** | | | | | | | | | | | |
| Career Ed. Dept. | | | | | | | | | | | |
| •Director & Coords. | 3 | 15% | 15% | --- | --- | --- | --- | $ 15,000 | $ 15,000 | --- | --- |
| •Specialists | 9 | 75% | 50% | 25% | --- | --- | --- | 128,000 | 116,000 | $ 12,000 | --- |
| (FTE) | (7.2) | --- | --- | --- | --- | --- | --- | $ 143,000 | $ 131,000 | $ 12,000 | --- |
| Inservice Ed. Dept. | | | | | | | | | | | |
| •Director & Staff | 3 | 100% | --- | --- | 100% | --- | --- | $ 66,000 | $ 58,000 | --- | $ 8,000 |
| (FTE) | (3.0) | --- | --- | --- | --- | --- | --- | $ 66,000 | $ 58,000 | --- | $ 8,000 |
| Comp. Ed. Dept. | | | | | | | | | | | |
| •Director & Coords. | 3 | 32% | --- | --- | 32% | --- | --- | $ 27,000 | $ 21,000 | $ 6,000 | --- |
| •Resource Teachers | 6 | 50% | 25% | 25% | --- | --- | --- | 49,000 | 14,000 | 35,000 | --- |
| (FTE) | (4.0) | --- | --- | --- | --- | --- | --- | $ 76,000 | $ 35,000 | $ 41,000 | --- |
| Curriculum Dept. | | | | | | | | | | | |
| • Specialists | 10 | 20% | 20% | --- | --- | --- | --- | $ 50,000 | $ 50,000 | --- | --- |
| • Consultants | 12 | 70% | 60% | --- | --- | --- | 10% | 228,000 | 228,000 | --- | --- |
| •Resource Teachers | 17 | 100% | 60% | 20% | --- | 20% | --- | 365,000 | 330,000 | --- | $ 35,000 |
| (FTE) | (27.4) | --- | --- | --- | --- | --- | --- | $ 643,000 | $ 608,000 | --- | $ 35,000 |
| **STUDENT SERVICES DIVISION** | | | | | | | | | | | |
| • Psychologists | 30 | 49% | --- | 49% | --- | --- | --- | $ 335,000 | $ 335,000 | --- | --- |
| • Counselors | 60 | 19% | 19% | --- | --- | --- | --- | 251,000 | 251,000 | --- | --- |
| (FTE) | (26.1) | --- | --- | --- | --- | --- | --- | $ 586,000 | $ 586,000 | --- | --- |
| **PERSONNEL DIVISION** | | | | | | | | | | | |
| •Specialist | 1 | 40% | --- | 35% | 5% | --- | --- | $ 12,000 | $ 12,000 | --- | --- |
| •Leadership Comm. | 16 | 20% | --- | --- | 20% | --- | --- | 112,000 | 112,000 | --- | --- |
| (FTE) | (3.6) | --- | --- | --- | --- | --- | --- | $ 124,000 | $ 124,000 | --- | --- |
| TOTALS (FTE) | (71.3) | --- | --- | --- | --- | --- | --- | $1,638,000 | $1,542,000 | $53,000 | $43,000 |

its psychologists and counselors to work with individual teachers to improve counseling skills and techniques for dealing with problem situations in schools (e.g., student discipline). The curriculum department of the program division contributed 27.4 FTE positions to staff development. The curriculum department's specialists, consultants, and resource teachers were primarily responsible for leading workshops and seminars for course credit conducted at local schools.

All the specialists, consultants, and resource teachers in the four departments of the program division led courses, workshops, seminars and/or provided in-class assistance in their areas of concentration (e.g., mathematics, language arts, early childhood education, bilingual education, etc.). The three staff members in the inservice education department coordinated those activities of the program division staff that would qualify teachers for salary increases.

A specialist in the personnel division counseled teachers about career options; he also convened a leadership committee of central office administrators who met regularly to review program and staff development plans and to screen candidates for leadership positions (e.g., resource teachers in subject areas).

Seaside School District employed 170 people who were involved in staff development leadership in some way. They constituted a work force of 71.3 FTE positions, and the time they spent on staff development cost $1.6 million in salaries and benefits. Nearly all these people were paid by monies from the general fund ($1.5 million of the $1.6 million, or 94%).

Riverview School District's Staff Development Activities

The organizational structure of the Riverview School District was quite different from Seaside. Riverview had a pyramid-like structure in which local schools reported to subdistrict offices (each of which was headed by a superintendent). The five subdistrict offices reported to the office of operations, whose superintendent reported to the deputy superintendent.

Another important feature of Riverview was the district's teachers' college, that had historically trained most of the district's teachers; the president of the teachers' college reported to the superintendent of schools.

One might assume that the personnel division's staff development office or the human relations office (given the district's involvement in desegregation) would be major initiators of staff development in the district. They were not; each of these two offices was a one-person operation with only a few staff development responsibilities. The greatest investment of time in carrying out staff development by Riverview's central office staff was in the federal programs department of the instructional services division.

We found only three basic types of staff development activities in frequent use in Riverview:

- administering and coordinating staff development activities
- conducting district-wide workshops
- providing individual teachers with in-class assistance

While individual staff development leaders expressed preferences for working with individual teachers or small groups of teachers at the local schools, the dominant mode was the large workshop for teachers pulled together from across the district. School-based workshops were virtually nonexistent.

Central and subdistrict office staff development leaders in Riverview. Table 8 analyzes the activities of central office and subdistrict office staff development leaders in Riverview. The instructional support division had two major departments that were concerned with staff development: the curriculum department and the federal programs department.

As Table 8 indicates, the "director" and the "specialists" in the curriculum department spent little time in providing staff development. The elementary specialists (whose fields were English, social studies, and foreign languages) primarily supervised other specialists in these fields who were based in subdistrict offices.

TABLE 8.-- Costs (Staff Salaries and Benefits) of Staff Development Leaders in Central Office Departments Based on Percentage of Time Spent in Staff Development Activities for the Riverview School District

| DIVISION/DEPARTMENT | NUMBER OF STAFF | PERCENTAGE OF TIME IN STAFF DEV. | ACTIVITIES | | | STAFF DEVELOPMENT COSTS | GENERAL FUND | FEDERAL FUNDS | OTHER FUNDS | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | ADMIN./ COORD. | DISTRICT WORKSHOPS | IN-CLASS ASSIST. | | | | STATE | FOUNDATIONS |
| **Instructional Support Division** | | | | | | | | | | |
| **Curriculum Dept.** | | | | | | | | | | |
| •Director | 1 | 10% | 10% | --- | --- | $ 3,000 | $ 3,000 | --- | --- | --- |
| •Elem. Specialists | 3 | 17% | 10% | 7% | --- | 13,000 | 13,000 | --- | --- | --- |
| •Sec. Specialists | 2 | 5% | 3% | 2% | --- | 3,000 | 3,000 | --- | --- | --- |
| •Coordinators | 15 | 54% | --- | 5% | 49% | 182,000 | 182,000 | --- | --- | --- |
| (FTE) | (8.8) | | | | | $ 201,000 | $ 201,000 | | | |
| **Federal Programs** | | | | | | | | | | |
| •Curriculum Spec. | 6 | 80% | --- | 58% | 22% | $ 113,000 | --- | $113,000 | --- | --- |
| •Coordinators | 3 | 50% | --- | 26% | 24% | 27,000 | --- | 27,000 | --- | --- |
| •Program Spec. (a) | 1 | 25% | 10% | 15% | --- | 6,000 | --- | 6,000 | --- | --- |
| •Program Spec. (b) | 1 | 10% | 10% | --- | --- | 3,000 | --- | 3,000 | --- | --- |
| •Program Spec. (c) | 2 | 50% | 50% | --- | --- | 26,000 | --- | 26,000 | --- | --- |
| •Program Spec. (d) | 2 | 100% | --- | 18% | 82% | 39,000 | --- | 39,000 | --- | --- |
| •Program Spec. (e) | 4 | 100% | --- | 28% | 72% | 113,000 | --- | 113,000 | --- | --- |
| •Inservice Spec. (a) | 1 | 100% | 50% | 50% | --- | 25,000 | --- | 25,000 | --- | --- |
| •Inservice Spec. (b) | 10 | 100% | --- | 100% | --- | 255,000 | --- | 255,000 | --- | --- |
| (FTE) | (24.7) | | | | | $ 607,000 | | $ 607,000 | | |
| **Office of Operations** | | | | | | | | | | |
| **Special Ed. Dept.** | | | | | | | | | | |
| •Supervisors | 6 | 25% | --- | 5% | 20% | $ 35,000 | $ 35,000 | --- | --- | --- |
| **Vocational Ed. Dept.** | | | | | | | | | | |
| •Coordinators | 3 | 33% | --- | --- | 33% | 30,000 | 30,000 | --- | --- | --- |
| **Subdistricts** | | | | | | | | | | |
| •Curriculum Spec. | 10 | 54% | 3% | 2% | 49% | 130,000 | 130,000 | --- | --- | --- |
| •Clinic Coords. | 6 | 54% | --- | 54% | --- | 74,000 | 74,000 | --- | --- | --- |
| (FTE) | (11.1) | | | | | $ 269,000 | $269,000 | | | |

TABLE 8 (Cont'd)

| DIVISION/DEPARTMENT | NUMBER OF STAFF | PERCENTAGE OF TIME IN STAFF DEV. | ACTIVITIES | | | STAFF DEVELOPMENT COSTS | OTHER FUNDS | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | ADMIN./ COORD. | DISTRICT WORKSHOPS | IN-CLASS ASSIST. | | GENERAL FUND | FEDERAL FUNDS | STATE | FOUNDATIONS |
| **Magnet Schools Div.** | | | | | | | | | | |
| •Director | 1 | 32% | 32% | --- | --- | $ 12,000 | $ 12,000 | --- | --- | --- |
| •Coordinator | 1 | 100% | 30% | 70% | --- | 26,000 | 3,000 | $ 23,000 | --- | --- |
| •Specialists | 16 | 47% | --- | 22% | 25% | 165,000 | 47,000 | 118,000 | --- | --- |
| (FTE) | (8.8) | | | | | $ 203,000 | $ 62,000 | $141,000 | | |
| **Personnal Division** | | | | | | | | | | |
| Human Relations Dept. •Director | 1 | 10% | 10% | --- | --- | $ 3,000 | $ 3,000 | --- | --- | --- |
| Staff Devel. Dept. •Specialists | 1 | 7% | --- | 7% | --- | 1,000 | 1,000 | --- | --- | --- |
| Personnel •Secretary | 1 | 13% | 13% | --- | --- | 1,000 | 1,000 | --- | --- | --- |
| (FTE) | (0.3) | | | | | $ 5,000 | $ 5,000 | | | |
| **Teachers College** | | | | | | | | | | |
| •Faculty | 23 | 31% | --- | 31% | --- | $ 156,000 | $ 6,000 | $ 46,000 | $55,000 | $ 49,000 |
| (FTE) | (7.1) | | | | | $ 156,000 | $ 6,000 | $ 46,000 | $55,000 | $ 49,000 |
| **Other Departments** | | | | | | | | | | |
| •Advisors | 4 | 100% | --- | --- | 100% | $ 64,000 | --- | --- | --- | $ 64,000 |
| (FTE) | (4.0) | | | | | $ 64,000 | | | | $ 64,000 |
| TOTALS | (64.9) | | | | | $1,505,000 | $543,000 | $794,000 | $55,000 | $ 113,000 |

The secondary specialists in these same fields supervised department chairpersons at the ten high schools. However, the 15 staff members of the curriculum department titled "coordinators" (whose fields were science, physical education, art, music, home economics, and industrial arts) spent a significant portion of their time in staff development (54%), most of that working directly with individual classroom teachers.

The federal programs department had 30 staff members who were engaged in staff development, 17 of them full time. The nearly two dozen different federal programs in Riverview each contained specific staff development components. While two of the programs concentrated the staff development work of their program specialists on in-class assistance to teachers, the predominant mode of staff development in the federal programs was the district-wide workshop for teachers involved in a particular program. Many of these workshops were carried out by the Title I teacher inservice center.

The office of operations contained two departments whose staff members spent a portion of their time assisting individual teachers (special education and vocational education). Also under the authority of the office of operations were the five subdistrict offices housing 10 curriculum specialists. These specialists worked primarily with individual teachers; one group of specialists (reading clinic coordinators) worked with students and also trained a small number of other reading specialists for the district.

The magnet schools office was established with both federal and district funds to develop ten magnet schools and programs with distinct curricular emphases. These were designed to attract students for school desegregation. A major staff development effort existed in the magnet schools; each magnet program employed specialists who helped teachers develop their program's area of special emphasis through in-class assistance and workshops. Also, the magnet schools office ran a massive program of district-wide human relations workshops for teachers; these workshops were part of the district's desegregation effort.

The personnel division's departments of human relations, staff development, and personnel had minor staff development programs. The human relations department was beginning to assume some responsibility for coordinating workshops for desegregation. The staff development department was being phased out and ran a few workshops for new teachers and substitute teachers. One secretary in the personnel office processed salary increase records for teachers related to the educational credits they earned.

The teachers' college offered preservice education courses for undergraduates and graduate courses for the district's teachers. Twenty-three faculty members taught courses or led workshops for graduate credit for the teachers in Riverview. The faculty members involved were primarily supported by federal, state, and foundation funds.

In a separate staff development program initiated by the central office, four of Riverview's teachers were specially trained by an independent teacher center to work with district teachers as in-class advisors in eight schools.

Riverview employed 124 people who led staff development activities. They constituted a work force of 64.9 FTE positions and cost $1.5 million in time spent. Over half of this money ($794,000) came from federal funds, and the largest component of these staff development programs was operated by the federal programs department.

## Union School District's Staff Development Activities

The organizational chart of Union School District shown in Table 6 presents a third type of central office structure, contrasting with Seaside and Riverview. Five "service areas" (management, instructional, administrative, student development, and business) were each headed by an associate superintendent and those associates reported to the superintendent of schools. In addition, six "departments" reported directly to the superintendent of schools, including staff development and continuing education. A recent re-

organization of the central office, coupled with imminent court-ordered desegregation, produced a number of shifts in the district's structure. The continuing education department was subsumed under a new department of staff development, set up to help schools plan and carry out desegregation. A human relations department was established, but had only one staff member who was working on a proposal for federal desegregation funds. It was planned that the staff development department would be eliminated after one year's service to schools and the human relations department would develop further desegregation-related activities. The fate of the one-person continuing education department that sponsored and coordinated professional growth courses for teachers was uncertain, and its resources and number of offerings had been steadily reduced in recent years of financial retrenchment.

There were five basic staff development activities carried out by the central office staff in Union. They were:

- administering and coordinating staff development activities
- training the teams of specialists in the staff development department
- developing desegregation plans with teachers in local schools
- conducting district-wide workshops
- providing individual teachers with in-class assistance

One could argue that the year we studied Union's staff development progams was atypical because of the temporary nature of the staff development office. Yet the rapid changes in the Union School District in the recent past brought by financial crises and court mandates defy efforts to point to a "typical" year for Union. In responding to the court mandates, Union allocated millions of dollars from the general fund budget to desegregation-related instructional programs. Also, the financial retrenchment of past years had evaporated the "loose" money once available for stipends, workshops, consultants, travel, and professional growth courses. In the future, Union is likely to see more federal dollars for desegregation, but a decrease in the commitment of local funds to the desegregation effort.

Central office staff development leaders in Union. Table 9 analyzes the staff development programs carried out by Union's central office staff. The staff development department had 26 full-time people: an assistant superintendent who administered the program; a director responsible for program planning and staff training; and 24 specialists, who were teachers, principals, and central office staff specifically recruited and trained to assist schools in desegregation. The 24 specialists were arranged into four teams, each concentrating on a fourth of the schools undergoing desegregation. They helped local school staff develop instructional and organizational plans and conducted workshops on problem solving.

The continuing education department consisted of one coordinator who arranged professional growth courses offered by the district; those courses were taught by central office staff and consultants. He also coordinated student teacher placements with four universities; in exchange the district received waivers of university tuition for which district teachers might apply through this department.

The instructional services division had three departments that were involved in staff development: curriculum, federal and state programs, and career education. There were a total of 35 people in these departments who carried out some form of staff development, usually by leading workshops or assisting teachers in the classroom. Few of these people spent more than half their time doing staff development. Two reading language arts resource teachers did spend all their time working directly with classroom teachers on implementing new curricula and improving teaching skills.

The student development service division had two departments that were involved in staff development: adult education and special education. None of the 20 supervisors and specialists in these departments spent more than half their time on staff development. They primarily worked with teachers in the classroom in their particular area of speciality.

Union employed 82 central office staff who led staff development activities. They constituted a work force of 45.5 FTE positions

TABLE 9.-- Costs (Staff Salaries and Benefits) of Staff Development Leaders in Central Office Departments Based on Percentage of Time Spent in Staff Development Activities for the Union School District

| DIVISION/DEPARTMENT | NUMBER OF STAFF | PERCENTAGE OF TIME IN STAFF DEV. | ACTIVITIES: ADMIN./ COORD. | TEAM TRAINING | DESEG. PLANS | WORKSHOPS | IN CLASS ASSIST. | STAFF DEVELOP-MENT COSTS | GENERAL FUND | FEDERAL FUNDS | OTHER FUNDS |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Staff Development Dept.** | | | | | | | | | | | |
| •Asst. Supt. | 1 | 100% | 100% | --- | --- | --- | --- | $ 38,000 | $ 38,000 | --- | --- |
| •Director | 1 | 100% | 36% | 15% | 34% | 15% | --- | 32,000 | 32,000 | --- | --- |
| •Specialists | 24 | 100% | 10% | 15% | 22% | 53% | --- | 508,000 | 508,000 | --- | --- |
| (FTE) | (26.0) | | | | | | | $ 578,000 | $578,000 | | |
| **Continuing Ed. Dept.** | | | | | | | | | | | |
| •Coordinator | 1 | 100% | 100% | --- | --- | --- | --- | $ 33,000 | $ 33,000 | --- | --- |
| (FTE) | (1.0) | | | | | | | $ 33,000 | $ 33,000 | | |
| **Instructional Services Division** | | | | | | | | | | | |
| Curriculum Dept. | | | | | | | | | | | |
| •Directors | 3 | 21% | --- | --- | --- | 4% | 17% | $ 19,000 | $ 19,000 | --- | --- |
| •Coord./Supervisors | 10 | 24% | --- | --- | --- | 7% | 17% | 68,000 | 68,000 | --- | --- |
| •Resource Teachers | 2 | 100% | --- | --- | --- | --- | 100% | 39,000 | 39,000 | --- | --- |
| (FTE) | ( 5.0) | | | | | | | $ 126,000 | $ 126,000 | | |
| **Federal & State Programs** | | | | | | | | | | | |
| •Coordinator | 1 | 55% | 10% | --- | --- | 40% | 5% | $ 18,000 | --- | $ 18,000 | --- |
| •Supervisors | 8 | 18% | --- | --- | --- | --- | 18% | 29,000 | --- | 25,000 | $ 4,000 |
| (FTE) | (2.0) | | | | | | | $ 47,000 | | $ 43,000 | $ 4,000 |
| **Career Ed. Dept.** | | | | | | | | | | | |
| •Coordinators | 4 | 32% | 3% | --- | --- | 3% | 26% | $ 33,000 | $ 33,000 | --- | --- |
| •Supervisors (a) | 4 | 50% | --- | --- | --- | 24% | 26% | 40,000 | 40,000 | --- | --- |
| •Supervisors (b) | 3 | 44% | --- | --- | --- | 9% | 35% | 28,000 | 28,000 | --- | --- |
| (FTE) | ( 4.6) | | | | | | | $ 101,000 | $ 101,000 | | |

TABLE 9 (Cont'd)

| DIVISION/DEPARTMENT | NUMBER OF STAFF | PERCENTAGE OF TIME IN STAFF DEV. | ACTIVITIES: ADMIN./ COORD. | TEAM TRAINING | DESEG. PLANS | WORKSHOPS | IN CLASS ASSIST. | STAFF DEVELOP-MENT COSTS | GENERAL FUND | FEDERAL FUNDS | OTHER FUNDS |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Student Development Services Division** | | | | | | | | | | | |
| Adult Ed. Dept. | | | | | | | | | | | |
| •Supervisors | 5 | 32% | --- | --- | --- | 3% | 29% | $ 45,000 | --- | $ 23,000 | $ 22,000 |
| (FTE) | (1.6) | | | | | | | $ 45,000 | | $ 23,000 | $ 22,000 |
| Special Ed. Dept. | | | | | | | | | | | |
| •Supervisors | 7 | 44% | --- | --- | --- | 19% | 25% | $ 88,000 | $ 88,000 | --- | --- |
| •Specialists | 8 | 28% | --- | --- | --- | 1% | 27% | 46,000 | 46,000 | --- | --- |
| (FTE) | (5.3) | | | | | | | $ 134,000 | $134,000 | | |
| TOTALS (FTE) | (45.5) | | | | | | | $1,064,000 | $972,000 | $ 66,000 | $26,000 |

and cost a little more than $1 million in time spent. Over 91% of this money came from the general fund and more than half of this money was spent on the special one-year staff development teams for desegregation.

## Comparing the Extent of Staff Development Conducted by the Central Office Staff

In comparing the extent to which central office staffs of the three school districts engaged in staff development, Table 10 presents two different ratios. By dividing the number of teachers in each district by the number of staff development leaders, one obtains a ratio of teachers to staff development leaders. Seaside and Riverview were quite similiar with 31.2 and 33.1 teachers per staff development leader, while Union had a much higher ratio, indicating a relatively smaller number of staff development leaders per teacher than the other two districts.

The second ratio presented in Table 10 is based on the number of full-time equivalent personnel (FTEs) committed to staff development activities. When the number of teachers in each district is divided by the FTE positions committed to staff development, one can see that Riverview had a relatively larger investment of time from central office staff in staff development activities. Seaside was second and Union a distant third, as shown in Table 10.

The relative cost of these staff development leaders and their funding sources is shown in Table 11. Seaside and Union display similar patterns of fund sources, but Riverview is quite different. A much higher percentage of the money for staff development leaders in Riverview came from federal funds (52.8%) as compared with the other two districts. Riverview also drew a higher percentage of staff development support from "other funds" than did Seaside and Union. These higher proportions of federal and other funds that were spent on staff development in Riverview can be attributed to extensive staff development activities in the federally-funded Title I and desegregation programs and the activities of the teachers' college faculty and foundation-funded programs.

TABLE 10.-- Staff Development Leaders Compared to Number of Teachers in the Three School Districts

| | Seaside School District | Riverview School District | Union School District |
|---|---|---|---|
| Number of Teachers | 5,300 | 4,100 | 4,200 |
| Number of Staff Development Leaders | 170 | 124 | 82 |
| Ratio of Teachers to Staff Development Leaders | 31.2 | 33.1 | 51.2 |
| Full Time Equivalent (FTE) Staff Development Leaders | 71.3 | 64.9 | 45.5 |
| Ratio of Teachers to FTE Staff Development Leaders | 74.3 | 63.2 | 92.3 |

TABLE 11.-- Cost of Staff Development Leaders in the Three School Districts by Funding Source

| Funding Source | Seaside School District | Riverview School District | Union School District |
|---|---|---|---|
| General Fund | $1,542,000 ( 94.1%) | $ 543,000 ( 36.1%) | $ 972,000 ( 91.4%) |
| Federal Funds | 53,000 ( 3.2%) | 794,000 ( 52.8%) | 66,000 ( 6.2%) |
| Other Funds | 43,000 ( 2.6%) | 168,000 ( 11.2%) | 26,000 ( 2.4%) |
| Total | $1,638,000 (100.0%) | $1,505,000 (100.0%) | $1,064,000 (100.0%) |

There were two additional kind of costs associated with leading staff development activities initiated by the central offices: the fees paid to consultants to assist district staff in planning and conducting staff development activities and the direct expenses incurred in conducting activities (i.e., conference fees, travel to conferences, dues for membership in professional orgnaizations, publications and training materials, workshop facilities, rental, equipment, and postage). Riverview spent considerably more on consultants than did the other two districts (Riverview $212,000; Seaside $158,000; Union $48,000), and most of it came from federal funds. Riverview was also much higher in its spending on other direct costs for staff development (Riverview $175,000; Seaside $42,000; and Union $11,000). Again, most of this money came from federal funds.

## General Patterns of Staff Development Activities Conducted by Central Office Staff

Responsibility for staff development in each district was dispersed among a number of people and departments. We found very few attempts to coordinate the staff development activities of these diverse people. Frequently the staff development leaders were unaware of the activities of their colleagues, even when these activities placed demands for time and energy on the same teachers. This wide dispersal resulted from a number of political and educational influences, of which we will discuss the three most important.

### Staff Development as a Secondary Responsibility

Few central office staff were explicitly charged with staff development responsibilities. However, many central office staff members found that they had to carry out staff development to accomplish the major objectives of their job. Thus, staff development responsibilities became important or sometimes predominant, but they grew gradually and were often not formally recognized.

For example, curriculum specialists have traditionally been charged with developing curriculum plans and seeing that teachers carry them out. For some, this meant a primary emphasis on writing

curriculum guides and minimal formalistic contact with teachers. For others, the job slowly evolved to include more and varied direct work with teachers, in which their curricular focus sometimes became secondary. These variations were possible because of the remarkable autonomy such specialists often had in choosing how, when, and under what conditions they would work directly with teachers. Since individual curriculum specialists evolved toward a "staff development orientation" largely as an outgrowth of their own particular jobs, it was unlikely that they would coordinate their work with colleagues in other departments or divisions.

External Pressures and Funding

Numerous pressures on school districts and central office staffs generated needs for staff development activity, including federal and state laws and regulations, court decisions, and citizen concerns. In Riverview, for example, the school desegregation plan involved human relations training and experimental educational programs. In Seaside, the physical education department had to help teachers comply with recent federal regulations concerning sex discrimination. Also in Seaside, the state's Early Childhood Education Program mandated community involvement in decision making, and central office staff spent much time helping local school staff develop procedures to comply with state regulations. Thus, many central office staff members responsible for particular program areas (e.g., physical education, early childhood education) became involved in staff development.

In particular, the growth of categorical federal programs in the last fifteen years has encouraged compartmentalized staff development activities. Bilingual education, compensatory education, and career education programs, for example, have included staff development components. One person we interviewed said the effect has been to establish a "dual school system." Staff development experiences funded by particular federal programs serve only teachers or schools involved in these programs. Programs with special funding are often minimally coordinated with other district programs offer-

ing staff development; they sometimes "compete" for teacher time with other staff development programs, usually with different abilities to mandate teacher participation or reward it. If a school district wishes to institute a consistent staff development effort related to a particular issue (e.g., reading improvement), it is hard to overcome the fragmentation inherent in the dual system.

Organizational Politics

The way that central office staff development was organized also reflected the process of political strategizing and bargaining that is typical in any large organization. When a school superintendent or other district official wanted to institute a new effort in staff development, they often assigned the program to the people they felt were the most competent to carry it out (or they assigned it to friends or political allies) irrespective of the lines of responsibility in the organizational chart. Similarly, when new staff development programs were proposed, departments and divisions competed to gain these new programs or to minimize the threat the new programs posed for their present programs.

The consequence of all these influences was to disperse responsibility for staff development widely in the central office. Middle level leaders carried out staff development with great personal autonomy and little planning, coordination, or communication. This system was neither centralized in light of district-wide priorities nor decisively decentralized to make it responsible to local schools.

## SECTION 5. TEACHER PARTICIPATION IN SCHOOL-BASED AND DISTRICT-WIDE STAFF DEVELOPMENT ACTIVITIES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## SECTION 5. TEACHER PARTICIPATION IN SCHOOL-BASED AND DISTRICT-WIDE STAFF DEVELOPMENT ACTIVITIES

In Section 4, we discussed the nature of staff development activities initiated by central office staff and analyzed the costs associated with participation by central office staff in staff development for teachers. In this section, we discuss the nature of staff development activities initiated at the school level. We found a marked difference between the school districts in the extent to which school-based staff development activities were encouraged. In this section, we also analyze the costs of all teacher participation in staff development (including participation in staff development experiences initiated at the school level and in experiences initiated at the central office level).

### Four Types of Teacher Time

In fixing the costs of teacher participation in staff development, it is necessary to distinguish four categories of "teacher time." First, much staff development occurs during what we have called salaried work time. Staff development activities during salaried work time are part of the regular work day of the teacher, as reflected in teacher contracts. Further, they do not involve the payment of an additional stipend or of a paid substitute teacher. Regular teachers' meetings, professional days, department and team meetings, early dismissal of students, and teachers' planning periods present opportunities for staff development during salaried work time. The arrangements that allow teachers to participate in staff development during salaried work time sometimes involve another staff member "covering" a teacher's class, but only if the administrator, aide, other teacher, etc. who covers the class is not a specially paid substitute and covers the class as part of his

regular duties. The cost to the district of salaried work time for staff development consists of the salary and benefits paid for that time; thus, if a teacher spent 5% of her salaried work time participating in staff development, we would charge 5% of her salary plus benefits to staff development.

Second, substitute release time consists of time spent in staff development activities while a substitute teacher receives special pay to cover a teacher's class. To be conservative in our estimates of staff development costs, we have included only the cost of the substitute's time as a cost for staff development activities entailing substitute release time.

Third, stipend time consists of time outside the salaried work period designated in the teachers' contract for which a teacher is paid additional money beyond his salary. The cost of this time to the school district then is the cost of the teacher stipend.

Fourth, some staff development takes place during the teacher's personal time. If a teacher takes a university course or district sponsored workshop on a Saturday, for example, and is not paid extra, this staff development activity involves personal time. Since the study was focused on staff development costs incurred by school districts, the cost of personal time is not included in the study. Of course, when teachers use personal time to participate in staff development, the district can incur other types of costs. Leaders for workshops held during personal time must be paid. And if the teacher receives credit for participating in such a workshop that leads to a subsequent salary increase, this salary increase is a staff development cost to the school district that must be analyzed. (Costs of salary increases for participation in staff development are discussed in Section 6.)

## School Level Staff Development Activities

In carrying out the study, we distinguished between staff development activities initiated at the central office (or subdistrict) level and staff development activities initiated at the school level. As indicated below, there were marked differences

among the three districts in the extent to which staff development activities initiated at the school level were encouraged within the district.

We conducted the study of Seaside first, and we did not sharply distinguish school-initiated versus central office-initiated activities in our interviews with teachers and principals. Thus, the estimates we arrived at about the extent of school-initiated activities in Seaside are based on a subsequent review of our field notes; we feel confident that our observations about general patterns of school-initiated activity in Seaside are correct, but quantitative estimates of time spent are based on an analysis after the fact. By the time we began the studies of Riverview and Union, the distinction between school-initiated and central office-initiated activities was clearly built into our data collection activities, so that we provide more detailed quantitative breakdowns concerning school-initiated activities for Riverview and Union.

## Estimating Teacher Participation in Staff Development Activities

Section 2 describes the methods that we employed in selecting a sample of schools at which to collect information about school-initiated staff development and about the amount of teacher time spent on all types of staff development. In each school district, we visited a sample of the major types of schools (elementary, junior high, high school, elementary magnet, etc.), interviewing the principal, several teachers, and other administrative staff involved in staff development. From information gathered at the sampled schools (which was cross-checked and reconciled with information gathered from the central office), we estimated the extent of school-based staff development and of total teacher time in staff development. Procedures for this estimation process are described in Section 2 and in Appendix G.

Below, we discuss the patterns we found in each district.

## Seaside School District's Staff Development Activities

There was a general commitment to staff development in the Seaside

School District. Time was set aside in the yearly calendar during which local schools could initiate their own staff development activities; many central office staff worked closely with building level staff to develop these activities. School district norms expected teachers to participate in professional responsibilities beyond the teaching day, and this was formally acknowledged in the teachers' contract, which officially designated an eight-hour workday even though the regular school day was only six and a half hours.

Several state policies fostered school-based staff development. A state-supported early childhood education program required early dismissal for staff development once a week. Local schools had considerable control over some state funds going to the district for compensatory education, early childhood education, and other special programs; many schools used part of this money for staff development.

Types of staff development activities largely arranged at the local level in Seaside included:

- Visitations: teachers observed other teachers, schools, demonstration lessons, special projects, etc.
- Staff and department meetings: portions of faculty meetings during the school year were used for staff development.
- Shortened day workshops: some schools had programs that dismissed students early on certain days so that staff development workshops could take place at the school (e.g., early childhood education programs had early dismissal one day per week).
- Professional growth day workshops: teachers were paid to prepare for the opening of school for three days before students were present and for one day between semesters; part of this time was used for workshops and seminars at the schools.
- Other workshops and courses: the district operated an extensive set of workshops and courses which, along with many of the other staff development activities, could qualify a teacher for salary increases.
- Planning meetings: district and building committees frequently developed new programs with the help of central office staff and consultants.

While we have chosen to call these six types of activities

school-based staff development, only "staff and department meetings" and "visitations" were entirely school-based; each of the others entailed some district-wide sessions. However, the predominant mode of all six types was school-based.

Teacher participation in staff development activities in Seaside. Table 12 summarizes the data obtained from our interviews in the sampled schools in Seaside. It shows the number of teachers at each school, the total salaried work time hours (number of teachers times the 1440 hour work year), total staff development hours used, the percentage of time entailed in staff development, and the breakdown of the staff development hours into the six major types of activities listed above. Quite a variation is shown among the five elementary schools we sampled in percentage of time spent in staff development (from 18.31% to 2.42%). In the first elementary school sampled, the principal was making extensive use of every opportunity for staff development (e.g., promoting visitations, bringing in consultants to faculty meetings, using all the shortened school day time, etc.), while the principal in the fifth elementary school was doing little to promote staff development.

The subtotals for each of the three different types of schools show that considerably more salaried work time was spent in staff development at the elementary schools (8.22%) as compared with the junior and senior high schools (5.84% and 5.70%, respectively). While the secondary school teachers spent somewhat more time on the average in the "other workshops and courses" than did the elementary school teachers, the "shortened day workshops" and the extensive use of "staff department meetings" by some elementary school principals for staff development appears to have produced the higher percentage.

Overall percentages of salaried work time spent in staff development at the sampled elementary, junior high, and senior high schools were used to estimate the total hours and the average hours per year that teachers spent in staff development in Seaside. These calculations of time spent are shown in Table 27 in Appendix A. These

TABLE 12.--Salaried Work Time Teachers Spent in School-Based Staff Development Activities in the Sampled Schools of the Seaside School District

| SCHOOLS SAMPLED | NUMBER OF TEACHERS | TOTAL HRS. SALARIED WORK TIME | TOTAL STAFF DEVELOP-MENT HRS. | PERCENTAGE STAFF DEVELOPMENT | STAFF DEVELOPMENT ACTIVITIES (IN HOURS) | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | VISITA-TATIONS | STAFF/ DEPT. MEETINGS | SHORTEN DAY WORK-SHOP | PROF. GROWTH DAY WORKSHOP | OTHER WORKSHOPS & COURSES | PLANNING MEETINGS |
| First Elem. Sch. | 11 | 15,840 | 2,901 | 18.31% | 415 | 880 | 1,320 | 286 | --- | --- |
| Second Elem. Sch. | 14 | 20,160 | 1,512 | 7.50% | --- | 1,120 | --- | 364 | 28 | --- |
| Third Elem. Sch. | 33 | 47,520 | 5,858 | 12.33% | 545 | 2,640 | --- | 858 | 1,695 | 120 |
| Fourth Elem. Sch. | 18 | 25,920 | 1,647 | 6.35% | 36 | --- | 900 | 351 | --- | 360 |
| Fifth Elem. Sch. | 35 | 50,400 | 1,220 | 2.42% | 75 | 350 | 560 | 228 | --- | 7 |
| Subtotal | 111 | 159,840 | 13,138 | 8.22% | 1,071 | 4,990 | 2,780 | 2,087 | 1,723 | 487 |
| First Jr. High | 100 | 144,000 | 9,860 | 6.85% | 1,260 | 2,000 | --- | 2,600 | 3,642 | 358 |
| Second Jr. High | 60 | 86,400 | 3,592 | 4.16% | 240 | --- | --- | 1,560 | 1,684 | 108 |
| Subtotal | 160 | 230,400 | 13,452 | 5.94% | 1,500 | 2,000 | --- | 4,160 | 5,326 | 466 |
| First Sr. High | 85 | 122,400 | 8,460 | 6.91% | --- | 1,700 | --- | 2,210 | 4,250 | 300 |
| Second Sr. High | 67 | 96,480 | 4,024 | 4.17% | 40 | 1,005 | --- | 1,742 | 1,101 | 136 |
| Subtotal | 152 | 218,880 | 12,484 | 5.70% | 40 | 2,705 | --- | 3,952 | 5,351 | 436 |

same percentages were used to calculate the cost of this salaried work time as shown in Table 28 in Appendix A. Table 13 summarizes these calculations indicating the total hours per year teachers spent on staff development during salaried work time and the costs of this time. Table 13 also shows the total hours and costs of teacher time when paid substitute teachers or stipends were employed. Over 93% of the time that teachers in Seaside spent in staff development was during salaried work time without the use of substitute teachers or stipends.

Riverview School District's School-Based Staff Development Activities

In Riverview almost all staff development resulted from programs initiated by the central office and subdistrict office staff. Leadership at the school level for staff development was not generally encouraged and school-based staff development was virtually nonexistent. In many cases such local school initiative was impossible because the schedule was filled with numerous voluntary and mandatory activities sponsored by central office departments. As with Seaside, we found great differences in the level of interest in staff development among school principals in Riverview. However, there was little variation among schools in the percentage of salaried work time devoted to school-based staff development. Even those principals with high interest did not have much "space" for initiating school-based staff development. Principals interested in staff development for their teachers generally encouraged them to take advantage of the many district-sponsored activities.

The school-based staff development activities that did exist in Riverside included:

- Staff and department meetings: portions of faculty meetings during the school year were used for staff development.
- Visitations: teachers observed other teachers or schools.
- In-class assistance: principals or instructional coordinators helped teachers in their classrooms.
- School-based workshops: some schools brought in consultants or district specialists for workshops.

TABLE 13.--Cost of Teachers' Staff Development Time in the Seaside School District

| | Total Hours Per Year | Cost |
|---|---|---|
| Salaried Work Time | 539,409 | $5,799,000 |
| Substitute Released Time* | 31,400 | 157,000 |
| Stipend Time* | 4,400 | 27,000 |
| Total | 575,209 | $5,983,000 |

*Time and cost data were provided for all teachers in the school district by the central office.

Teacher participation in staff development activities in Riverview. Table 14 shows the very limited school-based activities that occurred during teachers' salaried work time in the sampled schools in Riverview. Because of the large number of federal programs in Riverview staff development components, Table 14 (and subsequent analyses) analyze staff development activities for district and federally-funded teachers separately. The subtotal percentages for school-based staff development among district and federally-funded elementary teachers and the high school teachers was used to estimate the total and average hours per year teachers spent in school-based staff development (see Table 29 in Appendix A).

The district-wide staff development activities sponsored by the central office staff in Riverview are shown in Table 15. Central office specialists made extensive use of inservice days, curriculum workshops, and general workshops to present new curricula and teaching ideas to teachers. Also, teachers were given time off to attend the yearly teachers' convention to promote professional growth. The six reading clinics trained reading specialists in addition to serving children. The distinction between district-paid and federally-funded teaching positions was important to make because many workshops were sponsored by the federal programs department for only the federally-funded teachers.

Three tables in Appendix A show calculations for the time and cost of salaried work time in staff development in Riverview. Table 30 presents the combined total of school-based and district-wide staff development hours and calculates the percentage of salaried work time they represented. It can be seen that, as in Seaside, elementary teachers tended to spend more time in staff development than did secondary teachers (although the percentages are much smaller than in Seaside). Also the federally-funded teachers received proportionately more staff development time than the district-funded teachers. Table 31 uses these percentages to calculate the total and the average hours spent by the different types of teachers in salaried work time in staff development. Table 32

TABLE 14.--Salaried Work Time Teachers Spent in School-Based Staff Development Activities in the Sampled Schools of the Riverview School District

| SCHOOLS SAMPLED | TEACHER FUNDING | NUMBER OF TEACHERS | TOTAL HRS. SALARIED WORK TIME | TOTAL STAFF DEVELOP-MENT HRS. | PERCENTAGE STAFF DEVELOPMENT | STAFF DEVELOPMENT ACTIVITIES (IN HOURS) | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | STAFF/ DEPT. MEETINGS | VISITA-TIONS | IN-CLASS ASSISTANCE | SCHOOL BOARD WORKSHOPS |
| First Elem. Sch. | District | 20 | 28,180 | 3 | .01% | - | 3 | - | - |
| | Federal | 1.5 | 2,114 | 0 | .00% | - | - | - | - |
| Second Elem. Sch. | District | 22 | 30,998 | 377 | 1.22% | 91 | 12 | 4 | 270 |
| | Federal | 9 | 12,681 | 105 | .83% | 64 | 9 | 5 | 27 |
| Third Elem. Sch. | District | 17 | 23,953 | 72 | .30% | 61 | 11 | - | - |
| | Federal | .5 | 7,045 | 18 | .26% | 18 | - | - | - |
| Fourth Elem. Sch. | District | 12.6 | 17,753 | 8 | .05% | 8 | - | - | - |
| | Federal | 3 | 4,227 | 1 | .02% | 1 | - | - | - |
| Fifth Elem. Sch. | District | 21 | 29,589 | 47 | .16% | 25 | 5 | - | 17 |
| | Federal | 6 | 8,454 | 8 | .09% | 3 | 5 | - | - |
| Sixth Elem. Sch. | District | 9 | 12,681 | 7 | .06% | - | 7 | - | - |
| | Federal | 2 | 2,818 | 48 | 1.70% | - | 48 | - | - |
| Seventh Elem. Sch. | District | 29 | 40,861 | 14 | .03% | - | - | 14 | - |
| | Federal | 4 | 5,636 | 0 | .00% | - | - | - | - |
| Eighth Elem. Sch. | District | 23.1 | 32,548 | 159 | .49% | 156 | - | 3 | - |
| Ninth Elem. Sch. | District | 19.9 | 28,039 | 535 | 1.9% | 269 | 14 | 252 | - |
| Tenth Elem. Sch. | District | 21.7 | 30,575 | 245 | .80% | 130 | 32 | 83 | - |
| Subtotal | District | 195.3 | 275,177 | 1,467 | .53% | 740 | 84 | 356 | 287 |
| | Federal | 30.5 | 42,975 | 180 | .42% | 86 | 62 | 5 | 27 |
| First High Sch. | District | 74 | 104,266 | 952 | .91% | 222 | - | 360 | 370 |
| Second High Sch. | District | 68 | 95,812 | 650 | .68% | 612 | 28 | 10 | - |
| Third High Sch. | District | 84 | 118,356 | 125 | .1% | - | 35 | 90 | - |
| Subtotal | District | 226 | 318,434 | 1,727 | .54% | 834 | 63 | 460 | 370 |

LE 15.--Salaried Work Time Teachers Spent in
trict-Wide Staff Development Activities During
School Year in the Riverview School District

| | Total District-Wide Staff Dev't (In Hours) | Staff Development Activities (In Hours) | | | | |
|---|---|---|---|---|---|---|
| | | Inservice Day Training | Teachers' Convention | Reading Clinic | Curriculum Workshops | General Workshops |
| . School chers | | | | | | |
| District | 71,961 | 18,172 | 18,172 | 13,662 | 8,204 | 13,751 |
| Federal | 16,910 | 3,108 | 3,108 | - | 7,620 | 3,074 |
| School chers | 18,162 | 8,001 | 8,001 | - | 2,160 | - |
| l | 107,033 | | | | | |

uses these percentages to calculate the costs of this time in salaries and benefits.

Table 16 summarizes the total time and total cost data for the three different arrangements of teachers' time in staff development (salaried work time, substitute release time, and stipend time). In contrast to Seaside (where 93% of the total of teachers staff development hours was from salaried work time), 50% of the total hours spent on staff development in Riverview were in salaried work time and about 37% were in stipend time. And, as we have seen, much less time overall was spent in staff development in Riverview than in Seaside. As will be discussed in the next section on incentives for staff development, the relatively large amount of time that Riverview teachers spent in staff development activities for which they were reimbursed by stipends was related to the district's school desegregation effort.

## Union School District's School-Based Staff Development Activities

In Union we documented two major sources of school-based staff development activities: (1) those related to the desegregation efforts of the staff development teams and (2) voluntary after-school planning and program development fostered by principals, supervisors, and teachers themselves. Pronounced collegiality existed in many of the small geographically dispersed schools in Union, and it appeared that school building staffs had decided to rely more on one another as the financial resources of the district became tighter and loose money for staff development experiences disappeared.

The types of school-based staff development activities we found in the sampled schools included:

- Staff and department meetings: portions of the faculty meetings during the school year used for staff development.
- Planning meetings: district and building committees and groups of teachers convened to plan program curricula, etc. (e.g., the meetings with staff development specialists to develop local desegregation plans).

TABLE 16.--Cost of Teachers' Staff Development Time in the Riverview School District

| | Total Hours Per Year | Cost |
|---|---|---|
| Salaried Work Time | 137,133 | $1,492,000 |
| Substitute Released Time* | 28,884 | 132,000 |
| Stipend Time * | 95,333 | 572,000 |
| Total | 261,350 | $2,196,000 |

*Time and cost data were provided for all teachers in the school district by the central office.

- Visitations: teachers observing other teachers, schools, and programs.
- In-class assistance: teachers receiving direct assistance or feedback from specialists, supervisors, or principals on instructional matter.
- School-based workshops: sessions arranged by the principals and teachers for their local school.
- Staff development days: alternating schools devoting one full day each month to staff development sessions at the school.

Teacher participation in staff development activities in Union. Table 17 summarizes the data obtained from our interviews in the sampled schools in Union. It shows the time spent on staff development by district-funded and federally-funded teachers at each sampled school in the six types of staff development activities listed above. Six kinds of schools were sampled (elementary, junior high, senior high, alternative, special, and career schools) so that differences in the extent of school-based staff development activity could be noted.

While there is much more school-based staff development in Union's schools than in Riverview's, the percentages fall far short of those for Seaside. Only in the alternative and career schools (which placed special emphasis on staff development because of the experimental nature of the schools' programs) do teachers spend more than 5% of salaried work time in staff development. Table 33 in Appendix A uses the average percentages for salaried work time spent in school-based staff development to calculate the total and the average hours per year a teacher at each of these kinds of schools spent in staff development. Table 34 in Appendix A calculates the salaried work time in school-based staff development for all district and federally-funded teachers and shows that teachers in both groups spent about the same percentage of time in staff development (less than 3%).

Time spent in district-wide staff development activities sponsored by the central office staff in Union is shown in Table 18. This table indicates that proportionately more time was spent by federally-

TABLE 17.--Salaried Work Time Teachers Spent in School-Based Staff Development Activities in the Union School District

| SCHOOLS SAMPLED | TEACHER FUNDING | NUMBER OF TEACHERS | TOTAL HRS. SALARIED WORK TIME | TOTAL STAFF DEVELOP-MENT HRS. | PERCENTAGE STAFF DEVELOPMENT | STAFF DEVELOPMENT ACTIVITIES (IN HOURS) | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | STAFF/ DEPT. MEETINGS | PLANNING MEETINGS | VISITA-TIONS | IN-CLASS ASSISTANCE | SCHOOL BOARD WORKSHOPS | STAFF DEVEL-OPMENT DAYS WORKSHOPS |
| First Elem. Sch. | District | 15.5 | 22,785 | 540 | 2.37% | 310 | 4 | 7 | 191 | 28 | --- |
| | Federal | 3.5 | 5,145 | 180 | 3.50% | 70 | --- | --- | 104 | 6 | --- |
| Second Elem. Sch. | District | 18 | 26,460 | 505 | 1.91% | 360 | --- | --- | 37 | 108 | --- |
| | Federal | 5 | 7,350 | 140 | 1.90% | 100 | --- | --- | 27 | 13 | --- |
| Third Elem. Sch. | District | 18 | 26,460 | 401 | 1.52% | 80 | 180 | --- | --- | 141 | --- |
| | Federal | 4 | 5,880 | 87 | 1.48% | 16 | 16 | --- | --- | 55 | --- |
| Fourth Elem. Sch. | District | 18 | 26,460 | 747 | 2.82% | 108 | 241 | 3 | 175 | 220 | --- |
| | Federal | 2 | 2,940 | 83 | 2.82% | 12 | 15 | --- | 15 | 41 | --- |
| Fifth Elem. Sch. | District | 12 | 17,640 | 352 | 2.00% | --- | 134 | --- | 60 | 158 | --- |
| | Federal | 2 | 2,940 | 34 | 1.16% | --- | --- | --- | 5 | 29 | --- |
| Sixth Elem. Sch. | District | 19 | 27,930 | 884 | 3.17% | 285 | 115 | --- | 390 | 94 | --- |
| | Federal | 1 | 1,470 | 47 | 3.20% | 15 | 15 | --- | 13 | 4 | --- |
| Seventh Elem. Sch. | District | 10 | 14,700 | 302 | 2.05% | 80 | 61 | --- | 60 | 101 | --- |
| Eighth Elem. Sch. | District | 14 | 20,580 | 390 | 1.90% | --- | 129 | --- | 126 | 135 | --- |
| Ninth Elem. Sch. | District | 16 | 23,520 | 380 | 1.62% | --- | 85 | --- | 204 | 91 | --- |
| Tenth Elem. Sch. | District | 18 | 26,460 | 545 | 2.06% | --- | 162 | 33 | 180 | 170 | --- |
| Eleventh Elem. Sch. | District | 10 | 14,700 | 572 | 3.89% | 100 | 125 | --- | 195 | 152 | --- |
| Subtotal | District | 168.5 | 247,695 | 5,618 | 2.27% | 1,323 | 1,236 | 43 | 1,618 | 1,398 | --- |
| | Federal | 17.5 | 25,725 | 571 | 2.22% | 213 | 46 | --- | 164 | 148 | --- |
| First Jr. H.S. | District | 32 | 47,040 | 639 | 1.36% | 192 | 185 | 18 | 59 | 185 | --- |
| Second Jr. H.S. | District | 36 | 52,920 | 1,736 | 3.28% | 900 | 104 | 113 | 504 | 115 | --- |
| | Federal | 2 | 2,940 | 98 | 3.33% | 50 | 6 | --- | 28 | 14 | --- |
| Subtotal | District | 68 | 99,960 | 2,375 | 2.38% | 1,092 | 289 | 131 | 563 | 300 | --- |
| | Federal | 2 | 2,940 | 98 | 3.33% | 50 | 6 | --- | 28 | 14 | --- |
| First Sr. H.S. | District | 51 | 74,970 | 1,518 | 2.02% | 337 | 561 | --- | 195 | 425 | --- |
| Second Sr. H.S. | District | 27 | 39,690 | 1,275 | 3.21% | 324 | 12 | 75 | 720 | 144 | --- |
| Subtotal | District | 78 | 114,660 | 2,793 | 2.44% | 661 | 573 | 75 | 915 | 569 | --- |
| Alternative Sch. | District | 18 | 26,460 | 3,021 | 11.42% | 270 | 49 | --- | 888 | 464 | 1,350 |
| | Federal | 3 | 4,410 | 503 | 11.41% | 45 | 8 | --- | 148 | 77 | 225 |
| Special Sch. Dist. | District | 13 | 19,110 | 644 | 3.37% | --- | 163 | 8 | 227 | 246 | --- |
| Career Sch. Dist. | District | 45 | 66,150 | 3,525 | 5.33% | --- | 1,050 | 480 | 780 | 1,215 | --- |

TABLE 18.--Salaried Work Time Teachers Spent in District-Wide Staff Development Activities During the School Year by Funding Source in the Union School District

| Teachers' Funding Source | Total District-Wide Staff Dev't (In Hours) | Staff Development Activities (In Hours) | | | |
|---|---|---|---|---|---|
| | | Teachers' Convention | Curriculum Workshops | Desegregation Workshops | General Workshops |
| District | 14,945 | 3,938 | 513 | 7,509 | 2,985 |
| Federal | 15,568 | 375 | 6,751 | 1,242 | 7,108 |
| Total | 30,513 | | | | |

funded teachers in district-wide staff development than by district-funded teachers. The state teachers' convention affected staff development time equally between the two types of teachers. The desegregation workshops held by the staff development specialists affected the federal teachers somewhat more heavily because all of the schools receiving Title I funds (and hence having federally-funded teachers) were involved in desegregation, whereas some of the non-Title I schools were not desegregating. However, there were a very large number of curriculum and general workshops held exclusively for the 220 federally-funded teachers, with each teacher spending over 60 hours during the year in such workshops (compared to less than one hour during the year spent in these two types of workshops by district-paid teachers).

Three tables in Appendix A show calculations for the time and cost of salaried work time in staff development for Union teachers. Table 35 combines the hours spent in school-based and district-wide staff development and shows the higher percentage of time that federally-funded teachers spent in staff development (7.70% vs. 2.85% for district-funded teachers). Table 36 transforms these percentages into hours per year and shows the overall percentage of staff development time spent by Union teachers. Table 37 shows how the costs of this staff development time was computed.

Table 19 summarizes the total time and cost data for the three different arrangements for teacher time in staff development (salaried work time, substitute release time, and stipend time). As in Seaside, over 90% of the total hours per year that Union's teachers spent in staff development was during salaried work time.

## Comparing the Extent of Teacher Participation in Staff Development

The previous analyses showed that the Seaside School District's pattern of providing staff development activities for teachers was markedly different from those of Riverview and Union. Table 20 indicates the average amount of time a teacher in each district spent in the three different arrangements for staff de-

TABLE 19.--Cost of Teachers' Staff Development Time in the Union School District

| | Total Hours Per Year | Cost |
|---|---|---|
| Salaried Work Time | 191,818 | $2,229,000 |
| Substitute Release Time* | 14,800 | 74,000 |
| Stipend Time* | 4,500 | 27,000 |
| Total | 211,118 | $2,330,000 |

*Time and cost data were provided for all teachers in the school district by the central office.

TABLE 20.--Average Number of Hours per Teacher Spent in Staff Development during the School Year in the Three School Districts

| | Seaside School District | Riverview School District | Union School District |
|---|---|---|---|
| Salaried Work Time | 101.71 | 33.45 | 45.67 |
| Substitute Release Time | 5.92 | 7.04 | 3.52 |
| Stipend Time | .83 | 23.25 | 1.07 |
| Totals | 108.46 | 63.74 | 50.26 |

velopment. On the average a teacher in Seaside spent 108 hours in staff development, while a Riverview teacher spent 64 hours and a Union teacher spent 50 hours. Thus, Seaside teachers spent roughly twice as much time on staff development as compared with teachers in Riverview and Union.

Major differences in the use of salaried work time and stipend time are also apparent. In Seaside over 100 hours per year was spent by an average teacher in staff development during salaried work time. Teachers in Riverview spent only 33 hours during salaried work time and teachers in Union only 46 hours. However, Riverview paid for over 23 hours per teacher in stipend time for staff development, compared to only about an hour a year per teacher in Seaside and Union. Riverview also paid for more substitute release time than did the other two, but the difference was not large.

Table 21 shows how much these different amounts of teacher time cost the school districts. It should be noted that these three arrangements for staff development analyzed in Table 21 (i.e., salaried work time, substitute release time, and stipend time) have different cost implications for a district. Theoretically, the salaried work time that teachers spend in staff development can be increased within some limits without adding any additional "cost" to the school district, because the professional staff are given fixed salaries for a contracted work day and work year. How much of this time is spent in staff development is a matter of some discretion. A district is usually bound by state code to provide a certain number of hours of instruction for students and by teacher agreements to allow teacher preparation time, etc., but there are some hours of salaried work time in the school year that can be used for staff development by teachers. However, substitute teacher release time and stipend time are "additional costs" to a school district, which can be increased only by allocating additional monies.

From this perspective, Riverview and Union were using less of the time available to them for staff development within the salaried work time of teachers than was Seaside. Also, Riverview was attempting to generate more time for staff development by paying

TABLE 21. --Cost of Teachers' Time Spent in Staff Development in the Three School Districts

| | Seaside School District | Riverview School District | Union School District |
|---|---|---|---|
| Salaried Work Time | $5,779,000 | $1,492,000 | $2,229,000 |
| Substitute Release Time* | 157,000 | 132,000 | 74,000 |
| Stipend Time** | 27,000 | 572,000 | 27,000 |
| Total | $5,983,000 | $2,196,000 | $2,330,000 |

*Costs are based on salaries and benefits paid to the substitute teachers hired to release classroom teachers for staff development.

**Costs are only for the actual stipends paid.

teachers stipends, which cost the district $572,000, for time beyond the teachers' contract. The implications of such policies will be examined in the discussion of incentives for participation in staff development in the next section.

## Patterns of Teacher Participation in School-Based vs. District-Wide Activities

The three school districts studied showed several differences in the configuration of staff development activities in which teachers participated. In Seaside the large number of central office staff members involved in staff development both initiated their own activities and supported activities initiated at the school level. Riverview also had a large group of central office people doing staff development, but their work was definitely not focused on the local schools. Their activity was district-wide, focusing on topics and needs determined by these largely autonomous specialists. Virtually no school-based staff development existed in Riverview.

In Union, financial pressures had reduced much of the district-wide staff development activity for teachers, except for those involved in federal programs. A new initiative in desegregation (supported by district funds during the year studied) did encourage some school-based staff development. In addition, the reduction of central office sponsoring staff development activities seemed to have been "replaced" by some school-based activities generated by teachers and principals in the relatively small, geographically dispersed schools.

Reviewing the patterns across all three districts, we found that the following factors either encouraged or discouraged staff development initiative at the school level:

- District scheduling that allowed time for school-initiated staff development strongly encouraged it.
- Structuring the jobs of central office staff so that they included responding to needs identified by local schools encouraged school-initiated staff development.

- Decentralization of budgeting and planning decisions to the school level encouraged school-initiated staff development.
- The commitment to staff development of the building principal could greatly increase the level of school-initiated staff development activity, but this effect was diminished if the central office did not encourage such staff development through its district-wide policies.
- The development of a belief among teachers that staff development was part of their professional responsibility encouraged school-initiated staff development; the development of a belief that teachers should be paid extra for staff development participation discouraged it.
- The existence of collegiality and a sense of special shared purpose at the school-building level encouraged school-initiated staff development. Given such commitment, the availability of such resources as substitute time and consultant money influenced the extent of the staff development participation.
- The existence of an extensive set of staff development experiences devised independently by the central office staff discouraged school-initiated staff development.

SECTION 6. INCENTIVES FOR TEACHERS TO PARTICIPATE IN STAFF DEVELOPMENT

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## SECTION 6. INCENTIVES FOR TEACHERS TO PARTICIPATE IN STAFF DEVELOPMENT

### Four Monetary Incentives

It is clear that in fact many teachers do not participate voluntarily in staff development. The reason frequently given in our interviews was that the school districts' inservice programs were "boring," "irrelevant," "impractical," "busy work," etc. Thus, one possible avenue for increasing participation is to improve the quality of the experiences themselves and we frequently heard from teachers that this could be accomplished by giving teachers a larger role in designing them. The effect of various intrinsic incentives for participating in staff development deserves careful study. Such issues of quality are beyond the scope of our research.

However, our study does illuminate the nature of monetary incentives for staff development participation. These incentives represent a sizable school district expenditure, but school district staff do not usually reflect on their impact. The three school districts we studied made differing uses of four major types of monetary incentives:

- Substitute release time: hiring a substitute teacher to take a teacher's class or classes while the teacher participated in staff development.
- Stipend time: paying a teacher additional money beyond his regular salary to attend a staff development session outside of the salaried work time.
- Sabbatical: paying a teacher a portion of her salary during leave of absence (usually a year) to pursue some educational or professional growth experience.
- Salary increase for educational attainment: moving a teacher one (or several) steps up the educational attainment index of the salary scale because he has completed course work, degrees, or educational experiences sanctioned by the school district.

These four incentives are obviously quite different. The use of substitute release time for staff development does not compensate the teacher monetarily, but it does allow the teacher to participate in staff development during time for which he/she is already being paid. Stipend time requires that additional time beyond the workday be spent in staff development activities and does not reimburse the teacher at the same hourly rate as salaried work time. However, stipend time does provide extra income and follows an often stated guideline of teacher unionists, "extra pay for extra work." Sabbaticals do not fully compensate the teacher for the time spent away from the classroom; usually the teacher receives half pay or less. However, sabbaticals can provide time off from teaching with some financial benefits to complete graduate degrees that lead to salary increases.

The incentives involved in salary increases for educational attainment are complex to analyze. They are often linked to state recertification standards and to school district/university relationships. Also, they are often seen by teachers as part of the school district's "benefits" rather than as an incentive or reward for improvement. Further, salary increases have both short- and long-term costs to the district. In the school year immediately subsequent to the teacher's qualifying for an educational increase, the school district must pay an additional amount in salary to the teacher (a short-term cost to the district). However, that additional amount of salary will be paid to that teacher every year that he/she remains a teacher in the district (a long-term cost to the district).

The costs of these four monetary incentives for teachers in Seaside, Riverview, and Union are shown in Table 22. The total cost of each incentive to the district and the average cost per teacher are presented. One can see that stipend time in Riverview and salary increases in Seaside were major expenditures, significantly greater than the other incentives.

Substitute release time was used to a lesser degree in Union than in the other two districts. In previous years, substitute release time had been more prevalent in Union (comparable to Seaside and Riverview), but it was reduced during financial retrench-

TABLE 22. --Costs of Incentives for Teachers to Participate in Staff Development in the Three School Districts

| Incentive | School District | Cost Staff Devel. | Cost Per Teacher | Time (In Hours) | Time per Teacher (In Hours) | Number of Teachers | Percentage of Teachers Involved |
|---|---|---|---|---|---|---|---|
| Substitute Release Time | Seaside | $ 157,000 | $ 29.62 | 31,400 | 5.92 | - | - |
| | Riverview | $ 132,000 | $ 32.20 | 28,884 | 7.04 | - | - |
| | Union | $ 74,000 | $ 17.62 | 14,800 | 3.52 | - | - |
| Stipend Time | Seaside | $ 27,000 | $ 5.09 | 4,400 | .83 | - | - |
| | Riverview | $ 572,000 | $ 139.51 | 95,333 | 23.25 | - | - |
| | Union | $ 27,000 | $ 6.43 | 4,500 | 1.07 | - | - |
| Sabatticals | Seaside | $ 86,000 | $ 16.23 | - | - | 10 | 0.19% |
| | Riverview | $ 158,000 | $ 38.54 | - | - | 16 | 0.39% |
| | Union | $ 138,000 | $ 32.86 | - | - | 12 | 0.28% |
| Salary Increases | Seaside | $ 870,000 | $ 164.15 | - | - | 902 | 17.02% |
| | Riverview | $ 205,000 | $ 50.00 | - | - | 205 | 5.00% |
| | Union | $ 199,000 | $ 47.38 | - | - | 250 | 5.95% |

ment. Riverview appears to have invested somewhat more in substitute release time than Seaside.

Stipend time was a major incentive for staff development in Riverview but a minor one in the other two districts. Riverview paid selected teachers $572,000 for several weeks of summer curriculum development, a month of start-up planning of magnet schools in the summer, and numerous Saturday and after-school workshops during the school year for desegregation and human relations. The average teacher was reimbursed for 23.25 hours through stipends. Of course, not all of the district teachers participated in these programs. The district estimated that less than a third participated, which would mean roughly 70 hours per participating teacher or over $500 in additional salary.

Sabbaticals affected very few teachers in the three districts. Each year, as Table 22 indicates, less than 1% of the teachers were on sabbatical leave. However as all of the salary that was paid to teachers on sabbatical was a staff development cost, significant sums of money were involved.

Seaside made major use of salary increases as an incentive, compared with the other two districts. The $870,000 that Seaside spent on short-term salary increases for completion of education credits was more than three times as much as the other two districts spent. Also, as Table 22 indicates, about four times as many teachers in Seaside received salary increases as in the other two districts. Further, the costs of salary increases shown in Table 22 are only short-term costs for increases granted for the year under study. While it was not possible for us to accurately analyze long-term costs of these increases, one should remember, for example, that if the average teacher in a district continues to teach for ten years after receiving an educational increase of $1,000 per year, the long-term cost of this increase to the district is $10,000.

Below, we analyze the nature of the salary increase systems in the three school districts in more detail.

## Analysis of Salary Increase Systems

Each of the three school districts awarded salary increases to teachers for completing educational course work. Universities and colleges in the three cities offered courses and degree programs for teachers that counted towards these salary increases. However, each district also had other important arrangements to encourage teachers to complete educational credits. Seaside offered an extensive set of in-district courses, workshops, and seminars which counted towards salary increases. Riverview School District administered a private endowment fund which gave $184,000 in tuition scholarships for teachers to take university courses. Union School District offered some professional growth courses, many of which counted towards salary increases. Also Union had agreements with four nearby universities through which the district earned tuition credits for its teachers by accepting student teachers from the universities. In the year studied, Union teachers used $287,000 in tuition credits. Both the $184,000 in scholarships in Riverview and the $287,000 in tuition credits in Union were excluded from the cost analysis of incentives because they were not part of the districts' expenditures. They do, however, represent sizable staff development incentives in the complex system for encouraging salary increases.

Tables 38, 39, and 40 in Appendix A present the entire salary schedules for the three districts. Each schedule also indicates the number of teachers at each longevity step and each educational attainment level.[38]

Both the structure of the salary schedules and the distribution of teachers on them were markedly different in the three districts. Looking first at differences in the structures of the scales, one can see that Seaside's salary schedule had six levels of educational attainment; Riverview's had four; and Union's had five (see Table 23). However, Seaside's schedule did not place great emphasis on attaining graduate degrees. A teacher could attain four of the six levels in Seaside without getting a master's degree. Thus, through the extensive set of in-district staff development activities, teachers

TABLE 23.--Salary Increase for Completing Educational Credits Provided by the Three Districts for an Eighth Year Teacher

| SEASIDE | | RIVERVIEW | | UNION | |
|---|---|---|---|---|---|
| Steps | Salary (+ increase) over B.A.*) | Steps | Salary (+ increase) over B.A.*) | Steps | Salary (+ increase) over B.A.*) |
| B.A. | $12,427 ($0) | B.A. | $12,750 ($0) | B.A. | $12,555 ($0) |
| B.A. plus 18 sem. hrs. | $13,041 (+ $614) | - | - | B.A. plus 15 sem. hrs. | $12,917 (+ $362) |
| B.A. plus 36 sem. hrs. or M.A. | $13,655 (+ $1,228) | M.A. | $13,750 (+ $1,000) | M.A. | $13,919 (+ $1,364) |
| B.A. plus 60 sem. hrs. or M.A. plus 24 sem. hrs. | $14,268 (+ $1,841) | - | - | - | - |
| - | - | M.A. plus 30 sem. hrs. | $14,850 (+ $2,100) | M.A. plus 30 sem. hrs. | $14,196 (+ $1,641) |
| M.A. plus 42 sem. hrs. | $14,882 (+ $2,455) | - | - | - | - |
| M.A. plus 60 sem. hrs. | $15,496 (+ $3,069) | - | - | - | - |
| - | - | Ph.D. | $15,850 (+ 3,100) | Ph.D. | $15,102 (+ $2,547) |

* Figure in parentheses for each step indicates amount of additional salary teachers who completed this step receive beyond the salary they would receive if they were in the initial B.A. step.

could earn semester hour credits and attain Class D on the scale without taking university courses. In addition, the top level of Seaside's schedule did not require obtaining a Ph.D. as in the other two districts.

In contrast to Seaside, both Riverview and Union had structures that strongly emphasized graduate degrees. As Table 23 indicates, Union had only two steps on its scale that did not require a degree, while Riverview had only one.

The amounts of salary increases for particular steps were also quite different across the three districts. The steps (or classes) in Seaside increased at a fixed amount: $614 or 6.5% of a beginning teacher's salary. The steps in Riverview increased $1,000-1,100 (roughly 10% of a beginning teacher's salary). Union's scale was quite different; it awarded greater increases for completing degrees than for reaching intermediate steps. For example, the increases between the steps for an eighth year teacher in Union were:

- $362 additional for 15 semester hours beyond a B.A. degree
- $1,002 additional for an M.A. degree
- $277 additional for 30 semester hours beyond an M.A. degree
- $906 additional for a Ph.D. degree

Table 23 highlights the difference in the salary schedules of the three districts by showing the basic steps in the schedule and amount of money paid to a typical eight-year teacher. Several important differences should be noted. Because Seaside had only two steps that required an M.A. degree, the typical eighth-year teacher could have obtained an additional $1,841 by taking courses, without completing an M.A. However, in Union the same teacher would have received only $362 and in Riverview nothing at all. Similarly, a Seaside teacher with an M.A. who took additional courses could obtain $3,069 above the B.A. salary without completing a doctorate. However, in Riverview and Union the same teacher would have received substantially less ($2,100 and $1,641 respectively). In our view, the structure of this Seaside incentive system was a major reason that Seaside had a higher percentage

of teachers increasing their salaries by completing educational credits and consequently spent four times as much on these increases as the other two districts.

The distribution of teachers on these salary scales also differs significantly among the districts. In Seaside 32.9% of the teachers had reached the highest step for educational increases, while in Riverview and Union only a small percentage of teachers had moved into the two highest steps (11.8% in Riverview and 5.2% in Union). Seaside's salary schedule and arrangements for in-district staff development appears to have acted as a strong incentive for teachers to move all the way up the salary scale. And for the nearly one-third who had reached the highest level, the system does not continue to be any incentive.[39] Also, as teachers stay longer in the system, the long-term costs of educational increases paid in the past will grow significantly.

In Riverview a majority of the teachers had not received master's degrees (61.2%). While a salary increase of $1,000 a year would seem to be a substantial incentive, it apparently was not. Through sampling the personnel cards of 1,000 teachers in the district, we found that two-thirds of the teachers had never completed an educational salary increase step (although many had taken courses). They had remained at the same level at which they had entered the system. For the majority of Riverview's teachers, including those who may be most in need of staff development, the educational salary increase system provided little incentive for involvement.

The distribution of teachers on the salary scale in Union is roughly similar to that in Riverview. The two districts had comparable percentages of teachers who had obtained M.A. degrees (27.0% in Riverview versus 32.1% in Union).

## Summary

It appears from these data that Seaside and Riverview chose to rely on one of the four monetary incentives in their arrangements for staff development, but financial retrenchment in Union

had generally restricted their use of any monetary incentives. Seaside's numerous in-district alternatives to university course work and a salary scale that de-emphasized graduate degrees was a greater inducement to participation than the emphasis on university courses and the degree-oriented schedules of Riverview and Union.

Riverview emphasized the use of stipends as a monetary incentive, at least during the period of school desegregation that we studied. It appeared that as a result, a strong norm was developing that teachers should be paid extra for participating in any staff development experiences; volunteerism was on the decline. Riverview may have problems carrying out staff development programs after federal desegregation funding ends, unless they allocate increasingly tight district funds or Title I funds to pay teachers for staff development participation.

Union was not making extensive use of any monetary incentive for staff development. Severe financial crisis had made heavy use of such incentives impossible.

SECTION 7. ANALYSIS OF MAJOR STAFF DEVELOPMENT EXPENDITURES AND THEIR FUNDING SOURCES

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## SECTION 7. ANALYSIS OF MAJOR STAFF DEVELOPMENT EXPENDITURES AND THEIR FUNDING SOURCES

### Ten Major Staff Development Expenditures

The preceding sections of this report have described different types of staff development activities and programs in the three school districts and estimated the expenses associated with those activities. In this section we will summarize these expenditures in ten categories. This analysis will highlight the major differences in resource allocation among the three districts that have been discussed in the previous sections. This summary analysis is presented in Table 24. The first four major expenditure categories presented in Table 24 reflect the use of salaried work time for staff development; we have determined the percentage of time within the regular work year that four groups of staff members spent in teacher staff development and calculated the cost of that part of their salaries. The four groups of staff members are:

- District staff (central and subdistrict office leaders of staff development)
- School administrators (principals, vice principals, assistant principals, and deans)
- Teachers (classroom teachers assigned to school buildings)
- Instructional aides (assigned to classrooms in schools)

There are six other categories of staff development expenditures summarized in Table 24:

- Consultant fees for developing and leading staff development activities
- Substitute costs to free teachers' time
- Teacher stipends
- Sabbaticals
- Salary increases for completing educational requirements

TABLE 24.--Total Staff Development Costs for the Three School Districts by Major Cost Categories

| District Staff | Seaside School District | Percentage | Riverview School District | Percentage | Union School District | Percentage |
|---|---|---|---|---|---|---|
| Salaries & Benefits | $1,638,000 | 17.5% | $1,505,000 | 32.7% | $1,064,000 | 26.1% |
| School Administrators Salaries & Benefits | 484,000 | 5.2% | 113,000 | 2.5% | 193,000 | 4.7% |
| Teachers Salaries & Benefits | 5,799,000 | 61.9% | 1,492,000 | 32.4% | 2,229,000 | 54.8% |
| Instructional Aides Salaries & Benefits | 97,000 | 1.0% | 43,000 | 0.9% | 86,000 | 2.1% |
| Consultant Fees | 158,000 | 1.7% | 212,000 | 4.6% | 48,000 | 1.2% |
| Substitute Costs | 157,000 | 1.7% | 132,000 | 2.9% | 74,000 | 1.8% |
| Teacher Stipends | 27,000 | 0.3% | 572,000 | 12.4% | 27,000 | 0.7% |
| Sabbaticals | 86,000 | 0.9% | 158,000 | 3.4% | 138,000 | 3.4% |
| Salary Increases | 870,000 | 9.3% | 205,000 | 4.4% | 199,000 | 4.9% |
| Other Direct Costs | 52,000 | 0.6% | 175,000 | 3.8% | 11,000 | 0.3% |
| Total Staff Development Costs | $9,368,000 | 100.0% | $4,607,000 | 100.0% | $4,069,000 | 100.0% |

- Other direct costs (e.g., conference fees, dues for membership in professional organizations, publications and training materials, workshop facilities rental, equipment, and postage)

Table 24 arranges the total staff development costs for the three school districts in these ten categories. It will be recalled that Table 3 showed that the $9.3 million that Seaside spent on staff development represented a much higher percentage of its current expense of education (5.72%) than Riverview's $4.6 million (3.76%) and Union's $4 million (3.28%). This large difference indicates that Seaside's reputation for an emphasis on staff development was reflected in the way the district spent its money.

The patterns of expenditure for staff development across the three school districts (reflected in the percentages of staff development funds allocated to various expense categories in Table 24) also varied significantly. These patterns can be examined by noting the cost categories in which the districts spent the highest percentage of their funds. Seaside and Union spent the most on teacher salaries and benefits (61.9% of the total in Seaside and 54.8% of the total in Union). However, Riverview spent only 32.4% of its staff development funds on teacher salaries and benefits, while spending 32.7% of its funds on the district (central office) staff who planned and led staff development activities.

For all three districts, the combined costs of teacher salaries and benefits and district salaries and benefits were the two largest single items. In addition to these two categories, there was no cost category in Union that accounted for more than 5% of the total expenditure. However, as discussed earlier, Seaside spent a substantial amount (9.3%) on short-term salary increases and Riverview spent a substantial amount on teacher stipends (12.4%).

Overall, Table 24 shows a striking difference in the pattern of staff development resource allocation between Seaside and Riverview. Seaside allocated almost 75% of its staff development funds to teachers (in support of salaried work time for staff development, salary increases, substitutes, sabbaticals, and stipends). In contrast, Riverview allocated only 55% of its monies to teachers, while

Union was in between with about 67%. And Riverview allocated 37% of its funds to central office staff development leaders and consultants, while Union allocated 27%, and Seaside 19%. (It should be noted, however, that while Seaside has the lowest percentage of funds allocated to these central office leaders and consultants, the fact that Seaside spent so much more money on staff development than the other two districts still means that its expenditure for central office categories was large.)

## Funding Sources for Staff Development Expenditures

Table 25 indicates how the total staff development costs in the three districts are divided among the three funding sources: general funds, federal funds, and other funds. A sharp contrast between Seaside and Riverview is once again apparent. While the majority of the funds for staff development in each district came from the general fund, the proportions varied considerably. Almost 92% of Seaside's staff development costs were paid by general fund monies, with relatively little coming from federal and other funds. Union's pattern is similar to Seaside's, but with a somewhat higher percentage from state and federal funds. However, in Riverview, a much higher percentage of staff development costs were paid from federal funds (37.7%) than in the other two districts. Also, Riverview drew a higher percentage of its staff development resources from "other funds" and a substantially lower percentage from general funds, compared with the other two districts.

Having established the amounts and percentages of staff development money coming from general, federal, and other funds, we next asked how the use of these funds for staff development by each school district compared with their overall use of these three funds to support the district's educational program. We asked, for example, whether Riverview's substantial use of federal funds to support staff development was merely a reflection of the fact that the whole educational program of Riverview was heavily supported by federal funds.

TABLE 25.--Total Staff Development Costs in the Three School Districts by Funding Source

| | General Funds | | Federal Funds | | Other Funds | | Total | |
|---|---|---|---|---|---|---|---|---|
| | Staff Dev. Costs | Percent | Staff Dev. Costs | Percent | Staff Dev. Costs | Percent | Staff Dev. Costs | Percent |
| Seaside School District | $8,595,000 | 91.7% | $ 430,000 | 4.6% | $343,000 | 3.7% | $9,368,000 | 100.0% |
| Riverview School District | $2,567,000 | 55.7% | $1,736,000 | 37.7% | $304,000 | 6.6% | $4,607,000 | 100.0% |
| Union School District | $3,459,000 | 85.0% | $ 414,000 | 10.2% | $196,000 | 4.8% | $4,069,000 | 100.0% |

The results of this analysis are presented in Table 26. In reviewing the table, one can compare the percentage of the district's current expense of education drawn from a particular funding source with the percentage of staff development costs drawn from that funding source. The most striking discrepancies in these percentages concern Riverview. While Riverview draws 83.8% of its current expense of education from general funds, it draws only 55.7% of its total staff development costs from the general fund. And while it draws 12.9% of its current expense of education from federal funds (somewhat higher than the other two districts), it draws 37.7% of its total staff development costs from federal funds. Thus, Riverview does support its current expense of education from federal funds to a greater extent than the other two districts, but is relying even more heavily on federal funds for its staff development program than it is to support its overall educational program.

Tables 41-46 in Appendix A indicate how the ten categories of staff development expenditures were apportioned between the three funding sources. Because such a high percentage of Seaside's staff development money came from general funds, it is not surprising that Table 41 shows that the three largest staff development expenditures in Seaside (teachers, district staff, and salary increases) were largely from general funds. These large expenditures reflect the emphasis that Seaside placed upon school-based staff development, the emphasis on staff development involvement by many central office staff, and the nature of the salary schedule.

The pattern in Riverview (Table 42) was quite different from Seaside. The largest staff development expenditure was still teachers' time paid by general funds, (27.8%--half that of Seaside), but second largest expenditure was for federally-funded district staff, indicating the pronounced involvement of federal program specialists in staff development (particularly through Title I). The third largest percentage in Riverview was for district staff paid from general funds, followed by federally-funded teacher stipends (primarily from desegregation funds).

The pattern in Union (Table 43) was like that of Seaside. The

TABLE 26.--Staff Development Costs in the Three Districts by Funding Sources Compared with General District Reliance on these Funding Sources

| | General Funds | | | | Federal Funds | | | | Other Funds | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Amount Current Expense of Educ'n | Percent Current Expense of Educ'n | Amount Staff Development Cost | Percent Staff Dev't Cost | Amount Current Expense of Educ'n | Percent Current Expense of Educ'n | Amount Staff Development Cost | Percent Staff Dev't Cost | Amount Current Expense of Educ'n | Percent Current Expense of Educ'n | Amount Staff Development Cost | Percent Staff Dev't Cost |
| Seaside School District | $143,692,000 | 87.8% | $8,595,000 | 91.7% | $12,502,000 | 7.6% | $ 430,000 | 4.6% | $7,462,000 | 4.6% | $343,000 | 3.7% |
| Riverview School District | $102,613,000 | 83.8% | $2,567,000 | 55.7% | $15,749,000 | 12.9% | $1,736,000 | 37.7% | $4,067,000 | 3.3% | $304,000 | 6.6% |
| Union School District | $115,918,000 | 93.5% | $3,459,000 | 85.0% | $ 3,710,000 | 3.0% | $ 414,000 | 10.2% | $4,315,000 | 3.5% | $196,000 | 4.8% |

largest item was teachers' time paid for from general funds. Second was district staff paid from general funds, largely attributable to the special desegregation effort of the staff development department. A distant third was the expenditure for federally-funded teachers.

Table 44 further analyzes the use of the staff development monies from general funds in each of the three districts. While the same items appeared as the first, second, and third items for each district (teachers, district staff, and salary increases, respectively), the percentages vary. Also, teacher stipends from general funds in Riverview (which paid for summer start-up for magnet schools and other curriculum development) were markedly higher than in the other two districts.

Table 45 shows that the federally-funded staff development expenses were apportioned quite differently across these districts. Much higher percentages of the federal funds in Riverview went to district staff, teacher stipends, and other costs (particularly equipment and materials for Title I programs) than in Seaside and Union.

Table 46 shows that other funds for staff development (those from state categorical programs, foundations, etc.) were spent much more for district staff in Riverview (for the teachers' college faculty) and much more for teachers in Seaside and Union. Also Seaside used much more of these other funds for consultants than did the other two districts.

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## SECTION 8. INTERPRETATION AND IMPLICATIONS FOR POLICY AND RESEARCH

As we noted in Section 1, we are attempting in this study to provide an understanding of the overall configuration and context of staff development in big city school districts, given the fact that existing research about staff development is quite limited. From the school districts serving the 75 largest cities in the country, we chose three that exhibited a high, moderate, and low level of staff development activity. In the preceding sections, we have analyzed and compared the nature and costs of staff development activity in these three districts: Seaside, Riverview, and Union. In accompanying tables and appendices, we have presented study data so that the reader can fully judge our analysis and develop alternative interpretations. In this section, we discuss patterns of staff development activity that, based on our analysis of the three cities, could be expected in most large city school districts. In discussing each of these patterns, we also point out any related implications for policy and for research.

In discussing these patterns and their implications, we also draw on our related research study entitled The Politics of Staff Development.[40] In this study, we visited three big city school districts to determine how members of various local interest groups who influence school district expenditures, policies, and practices view staff development's future in the light of major issues confronting their school districts. We interviewed school board members, school district administrators, representatives of teacher organizations, and representatives of parent, citizen, and taxpayer groups in each city. In this companion study, we once again studied Seaside, as well as school districts that we called Elmwood and Summerville.

Below then, we review a series of patterns in staff development activity and their implications for policy and research, drawing

primarily on the study presented in this report and secondarily on the companion study. First, we discuss some general characteristics of staff development activity that have important policy and research implications. Second, we discuss in turn some key issues concerning the three components of staff development on which our study was focused: district-wide staff development and its leaders, school-initiated staff development, and salary increases for staff development participation. Third, we analyze the weak political position of staff development and related prospects for substantial reform of staff development in the near future. Fourth, we speculate about the short-term prospects for changes in staff development practices.

## Some Important Characteristics of Staff Development Activity

Staff development is a much different animal than most people believe it is. Below, we discuss some important findings about the nature of staff development that contradict conventional wisdom and are thus important to consider in formulating research and policy.

### The Importance of Using a Functional Definition of Staff Development

In Section 1, we argued that there were a number of different traditions of practice that clearly should be considered staff development and that empirical research about staff development should be based on a definition that is broad enough to include them all. The wisdom of this decision was reinforced as we carried out the study. We did indeed find a number of different traditions of staff development practice existing side-by-side. It would have been extremely misleading to identify "staff development" with any one of these traditions of practice. It would also have been misleading to accept whatever definition of staff development was in the mind of the person being interviewed. (Many people, for example, equated staff development with the activities of a staff development office.) The importance of employing a functional definition was dramatically illustrated for us in Seaside, where we conducted numerous interviews before anyone ever mentioned the unit that in fact was the largest

single source of staff development activity: the student services division.

Both policy analysis and research will be fundamentally misguided if they begin with an inappropriate definition of what staff development is.

## A Dispersed and Largely Invisible Collection of Activities

We tracked down activities in the three school districts that fit our definition of staff development and found a wide variety of staff development routines initiated by many different people and departments. Most school district staff were unaware of the extent of these activities for reasons discussed below.

There was limited coordination and communication among the leaders of staff development, a situation stemming from several factors:

- Staff development was often carried out as an outgrowth of other primary responsibilities, such as the development of a district-wide math curriculum or administering a school.
- Individual staff development staff activities and programs were frequently created in response to external mandates and funding opportunities--for example, bilingual education, desegregation, special education, early childhood education. Thus, the associated staff development activities were undertaken independently by the department responsible for a particular aspect of the educational program.
- Political strategizing and bargaining characteristics of large organizations influenced the configuration of staff development programs. When new staff development programs were proposed, the leadership, staffing, resources, and organizational position and authority of the program were often determined more by the political maneuvering of district administrators than by an overall plan for staff development in the district.
- There was little supervision of staff development activities by those formally responsible for overseeing them. District administrators trusted their subordinates to design and carry out staff development activities and lacked a detailed understanding of this day-to-day staff development work. Subordinates were given wide latitude in how they actually filled the staff development aspects of their roles.

- With the exception of the special, one year desegregation team in the Union School District, there were few district staff members who were engaged in staff development full time. Most of the staff development leaders in these districts spent less than 50% of their time in staff development activities. The part-time nature of involvement in staff development further contributed to the limited knowledge among those responsibile for carrying it out within the district.

Since the school districts' administrators did not themselves document the time that the teachers spent in staff development, administrators and staff development leaders were unaware of the extent of teacher involvement in staff development across each district. Since much of the staff development took place during teachers' salaried work time, most staff members of the school district did not consider this time to be a staff development cost.

In each school district, we found that significant district resources were being devoted to the short-term and long-term cost of salary increases for completing educational credits. However, the rationale for having such a salary increase system, as well as the specific nature of the scale in an individual district, was not a subject on which most staff members reflected. These salary scales, stabilized by tradition and by political bargaining, had become part of the institutional woodwork. They were considered by many to be a fringe benefit for teachers, rather than a mechanism for encouraging staff development.

Those who wish to either reform or to study the disbursed invisible collection of activities that in fact fit a definition of staff development should be aware that most school districts' staff members do not perceive them as having any common staff development function, but rather see them as embedded in other activities.

## The Substantial Cost of Staff Development Activity

The common conception of staff development in most school districts is that it is a marginally supported activity. However, our research has demonstrated that staff development involves substantial costs both in people's time and in money. When we totaled up the

costs of staff development, they were 50 to 60 times larger than the cost estimates that most school district personnel gave us. The amount actually spent on staff development represents a yearly investment of $1,000 to $1,700 per teacher in the school districts studied. Thus, even in school districts with comparatively low expenditures for staff development, the amount spent was still quite substantial.

Another important finding in the study was that there were striking variations in the way that school districts spent their money for staff development. For example, Seaside put much of its money into providing support and incentives for teachers, while Riverview spent less on teachers and much more on supporting the central office leaders of staff development. Such differences usually did not reflect a conscious staff development policy, but rather were the result of the attempt to cope with problems that were not perceived primarily as staff development problems. Thus, marked differences in the way various school districts allocated money for staff development have developed over time. However, school district staff, immersed in the routines of their districts, view these patterns of expenditure as natural and inevitable.

Our findings about the large number of school district staff who are in fact doing staff development raises an important policy consideration. Our own research and that of others have highlighted the army of central office administrators, state department staff, and university professors that has rapidly expanded in the past two decades and whose responsibilities include the provision of staff development experiences.[41] To the extent that one is dissatisfied with the quality of staff development experiences for teachers, one must logically ask why the substantial resources presently devoted to staff development are not being translated into adequate experiences for teachers. One must also ask what organizational structures and incentives could be used to improve the use of present resources or to insure that additional resources will not be deployed in the same unsatisfactory ways.

For researchers, these same questions should be of great interest. Under what conditions do resources deployed for staff de-

velopment result in satisfactory experiences for teachers? Subsequent research could also productively continue to explore the nature of cost expenditures for staff development that have been analyzed in this study. As we had hoped, cost analysis proved to be an extremely effective way to illuminate the actual practices and priorities of a school district.

## Shifting Sources of Financial Support for Staff Development

Contrary to popular belief, we found that a high percentage of staff development costs in every school district came from local rather than federal or state funds. However, we also observed strong forces that are pushing school districts in the direction of a much greater dependence on state and federal categorical funding for their staff development activities. Riverview represents a district that has already gone some way in this direction. And when we returned to Seaside to study the politics of staff development after Proposition 13 had been passed in California, we found that Seaside also was becoming much more dependent on the state for staff development funds.

In general, we found that when school districts experienced severe financial cutbacks that forced large reductions in administrative staff, staff development programs were cut to the bone and generally only a skeleton staff of central office administrators remained. Thus, those staff development programs with substantial funding and with funds to pay for such items as substitute teachers, materials, and travel were those programs supported by state and federal categorical funds.

The dangers of relying on these funding sources are, of course, obvious. First, certain groups of teachers will be eligible for particular staff development experiences, while others won't. Second, particular categorical programs may compete for teachers' time with little regard for coordinated effort. Third, since funding for categorical programs often ends after a few years (for example, funds to support school desegregation), it is difficult to maintain continuity in staff development from year to year.

Of course, the quality of management and leadership within the school district can provide some ways to meet these problems. However, severe financial crisis and the press of external mandates make it enormously difficult for school district leadership to chart a consistent course in the area of staff development. The school district leaders whom we interviewed in our studies of staff development have increasingly come to define their job in terms of responding to the issues of financial survival and external pressure. We are not suggesting that response to external mandates is necessarily an undesirable state of affairs; since our own work is focused primarily on educational equity issues, we are pleased that these issues are considered both school district and staff development priorities. However, a commitment to staff development that is focused on specific problems or mandates is much different from a commitment to a general scheme for the improvement of instruction.

The characteristics of staff development within categorical programs and the impact of categorical funding on staff development have not been widely analyzed. In view of the continuing shift toward this funding source, it seems important that these issues receive attention.

## Limits of Rational and Prescriptive Models of Staff Development

Much thinking in education has been dominated by a rational model of organizational functioning--what we referred to in Section 1 as a systems management model. This model assumes that school districts behave rationally, pursuing goals and introducing changes that are prescribed by district leadership. One manifestation of this mind set is the literature on staff development, which tends to assume that elaborate reforms can be instituted that ignore the organizational and political realities of school districts. Both the research reviewed in Section 1 and the research findings discussed in this report indicate how far the functioning of school districts deviates from the rational model. Thus, meaningful reforms in staff development must take into account the inadequacies of rational and prescriptive planning.

For researchers, the gap between the rational ideal and reality is, if anything, more difficult to pin down in studying staff development than in studying other aspects of educational activity. Almost no one will say in the abstract that staff development is a bad thing; only if one looks at people's actions and not their words is it clear that staff development is not a very high priority for many. From both a policy and a research standpoint, it is essential to compare what people say with what they do and with other objective evidence (such as cost data).

## Usefulness of Bureaucratic Process and Political Bargaining Models

As discussed in Section 1, we believed, based on preliminary investigation, that the bureaucratic process and political bargaining models of organizations would prove extremely useful in understanding the dynamics of staff development. Data gathered during the study confirmed this assumption. First, we did indeed find that the complicated staff development activities in school districts could be productively analyzed using the concept of "organizational routines." Second, we found the concept of "discretion," which is critical in the bureaucratic process model, was repeatedly useful in helping us understand the dispersed nature of staff development activities. It helped us understand, for example, why supervisors frequently did not understand the specific activities their subordinates were carrying out in the area of staff development. It helped us understand why so much of the decision making about staff development activities was lodged with middle level school district administrative staff who operated with considerable autonomy.

Third, the political bargaining model helped us understand organizational behavior that would be inexplicable under a rational model. For example, the fact that four different offices in Riverview retained conflicting and overlapping responsibilities for various aspects of staff development is perfectly understandable when it is viewed as a manifestation of the political bargaining that has taken place during a period of repeated turnover in the

top leadership of the school district. Similarly the political bargaining model helps us understand why two major staff development programs that we investigated were subsequently eliminated, even though their quality was widely acknowledged as being excellent. These programs simply did not have the necessary backing to service the internal political struggles within their school districts.

One implication of our research, then, is that policy makers should begin to act on a different mental image of school districts than the one that has dominated their thinking in the past. When they look at a school district, they should see an organization that resists change because it is constrained by existing bureaucratic routines, because staff members at every level have considerable discretion in terms of the way they actually carry out their responsibilities day-to-day, and because political bargaining between organizational units within the school system and between interest groups who are concerned about the functioning of the school system are much more potent in the shaping of organizational life than rational plans about the way things ought to be. Similarly, researchers should make major use of the bureaucratic process and political bargaining models as they seek to understand how staff development programs actually function in school districts.

## Variations in Local Conditions Decisively Influence the Nature of Staff Development

Since the web of activities that constitutes staff development in a given district is shaped by a great number of organizational characteristics, political influences within the district, and external mandates and funding opportunities, one must be cautious of broad generalizations about the character of staff development and its future. The strength of a teachers' association, the leadership of a superintendent committed to differentiated staffing, the presence of a large university, an aggressive state superintendent of schools, a court desegregation order, a mayor seeking re-election--these are the varying influences that create important opportunities and constraints for staff development. Both policy makers and researchers concerned about staff development should

strive to understand these local characteristics and should be cautious about accepting statements concerning national trends and patterns, which are frequently prescriptions for what someone wants to happen rather than accurate descriptions of what is actually happening.

## Three Important Components of Staff Development Activity

Below, we discuss some issues arising in three important components of staff development activity that we focused on in the study: district-wide staff development and its leaders, school-initiated staff development, and salary increases for staff development.

### District-Wide Staff Development and Its Leaders

One reality of staff development activity that researchers and policy makers should address is that middle level administrative staff within school districts dominate decisions about staff development and continue to use a limited range of traditional didactic methods in providing staff development to teachers.

We identified five different approaches to decision making about staff development activities in the school districts studied:

- Individual specialist and administrative priorities. Acting with substantial autonomy, individual specialists and administrators decide on staff development priorities. There is little coordination among them.
- District-wide priorities. The school district defines an overall priority or priorities and gives one individual or department clear authority to carry out the priority, orchestrating the work of a number of other departments. For example, the training conducted in Union as part of court-ordered school desegregation was organized in this way.
- Individual teacher priorities. Teachers choose from among a variety of courses and other individual experiences the ones that best fit their perceived needs. They may have had a role in developing the available activities or they may be asked to choose from activities already developed. Frequently the philosophy behind this approach is that the teacher should be an autonomous professional. For example, the mathematics teacher center in Seaside was organized around this philosophy.

- School priorities. The school staff, working largely as a unit or in smaller subgroups, defines school priorities for staff improvement and participates in group and individual learning experiences and school improvement projects in the light of these priorities. For example, the magnet school programs in Riverview emphasize such school-based activity.
- School-community priorities. The school staff works collaboratively with students and parents to define school priorities and the staff works by itself and in cooperation with parents and students in carrying out related learning experiences and school improvement projects. For example, the state-funded School Improvement Programs in Seaside were based on this approach.

We found that all these approaches existed to some extent in each of the school districts that we studied. However, in each district we found that major decision making about the shape of staff development was carried out primarily by individual school district specialists and administrators including central office department directors, coordinators, curriculum specialists, and supervisors. These individuals made decisions and took initiative concerning staff development largely on their own. There was usually little coordination and communication among these leaders of staff development efforts. There were no clear system-wide expectations about the nature of staff development that gave it a unity of direction. Such a method of operating is neither clearly centralized to respond to district-wide priorities, nor is it clearly decentralized to respond to school or school-community concerns. Although there was frequently considerable talk about responding to the needs of individual teachers, school staffs, and communities, these groups in fact had a fairly limited role in shaping staff development activities.

Further, the most common format for these staff development activities initiated by middle level administrators and specialists was a formal course or workshop. Many we interviewed had not thought much about alternatives to this format. They had an administrative job--defining the math curriculum for the school district, for example--and their job required that they instruct their subordinates

(the teachers) in the proper way to carry out the plans they had developed. Perceiving themselves as managers, they adopted a didactic approach to staff development that reinforced their role as experts and people in charge. Other middle level administrators espoused more teacher involvement in planning staff development experiences or more active formats for them, but they had not taken steps to see these desired changes implemented.

Any significant change in staff development will be constrained by the continuing domination of decision making about these experiences by middle level managers and by the continued use of a traditional didactic approach to carrying them out. A task of particular interest for staff development research would be to identify the conditions under which alternatives to these dominant patterns of behavior are carried out in practice.

School-Initiated Staff Development Activities

Our research documents wide variations in the level of school-initiated staff development activities and suggests factors that account for these variations.

In Riverview, for example, there was a virtual absence of school-level staff development. In Seaside, however, the range of school-level activity in the schools sampled was from 2.42% to 18.31% of teacher salaried work time.

The first factor controlling the level of school-initiated activity is the extent to which the school district either encourages or discourages such activity. A school district can encourage school level activity, for example, by building support for school level activity into central office roles and by releasing children early on a regular basis so that time can be set aside for school level inservice experiences. A school district can also discourage school level activity by placing a heavy emphasis on staff development activities controlled at the school district level. If the school district does encourage school level activity, then the next critical factor affecting whether it will take place is the initiative of the school principal. A school principal

strongly committed to staff development initiated at the school building level can find many ways to pull together staff time and resources to carry out such experiences.

An attractive aspect of such school-based activity, especially given the financial constraints under which school districts are operating, is that such staff development activity can largely be carried out during teachers' regular salaried work time and thus not constitute an additional cost to the school district. The amount of additional staff development time that can be gleaned from the regular work day by committed teachers and administrators is clearly demonstrated in our study. Through early dismissal policies, through the use of teacher preparation periods, through the creative use of staff meetings, and through building a spirit of collaboration among the members of a particular school staff, greatly heightened participation in staff development has been achieved in individual schools without dramatic cost increases. Through emphasizing the staff development aspect of central office administrative roles, through providing training for these administrators to support school-based staff development, and through training school building administrators to make maximum use of non-instructional salaried work time, it appears that the resources for staff development can be increased substantially without adding to the school district budget.

An alternative to the use of salaried work time for teacher participation in staff development is to pay teachers stipends for attending these experiences. This practice has been introduced through federal, state, and categorical programs and also has been encouraged by teacher association demands that extra pay should accompany extra work. From the standpoint of teacher involvement in staff development, this practice appears to present some clear dangers for the future. As in Riverview, paying some teachers for participating in staff development undercuts a norm of volunteerism and leads people to expect extra pay for any participation in staff development activities. However, the possibility of paying staff members for such participation from local funds in a period of

declining resources becomes increasingly remote. Further, even in the use of state and federal categorical funds, districts are being forced to cut out such stipend payments in favor of paying basic program salaries. Thus, the use of stipends for paying teachers during a limited period of time when stipend money is available may have the effect of basically shifting teacher expectations and ultimately leaving the districts with no capacity to pay teachers extra when they have come to expect extra pay for participating in staff development. In addition, the quality of the commitment obtained through paying stipends may not lead to any improvements in teacher or program quality. For example, the Rand Change Agent Study indicates that payment to teachers for staff development was negatively correlated with implementation of new programs.[42]

Our research suggests then the need for further analysis of the factors that encourage or constrain school-based staff development, of the possibilities for carrying out staff development during teachers' salaried work time, and of the impact of using stipends as an incentive for teacher participation in staff development.

Salary Increases for Staff Development Participation

As noted earlier, school district staff seldom reflect on the nature and impact of salary increase systems that are tied to the completion of educational credits. However, the short-term and the long-term costs of these systems indicate that they merit careful scrutiny. Based on our interviews, no one is particularly satisfied with the quality of these systems. They are viewed by many teachers as a painful means to obtain additional pay--as a fringe benefit. Yet, because they are central to economic issues, any change in them is viewed with great suspicion by teacher associations. Thus, one issue facing policy makers concerned about improving staff development is whether such systems can be changed in ways that will improve the quality of staff development without threatening basic economic interests.

Another reason that these systems merit re-examination is that our research indicates that they do not act as an effective

incentive for many teachers even to be physically present in staff development activities. As the composition of school staffs moves closer to the top of the educational increase scale (as is the case in Seaside), there will be a growing number of teachers for whom these educational increases constitute no incentive to participate in staff development. And even in a district like Riverview, which employs many teachers who have a clear financial incentive to complete additional course work, we found that two-thirds of the teachers had never obtained academic credit beyond the level they had attained when they were originally hired.

Further, as teachers remain in the same school district for longer and longer periods of time, the long-term cost of particular education-related increases will mushroom. For example, if a teacher completing a master's degree is paid an additonal $1,000 per year, the long-term cost of the degree will grow by that amount for every year the teacher remains with the school district.

Another reason for scrutinizing the structure of salary increase systems is that they vary substantially among school districts, although school district staff do not appear to be generally aware of the implications of these variations. It appears particularly important to understand for example, why the salary increase system in Seaside causes 17% of Seaside teachers to gain salary increases in a particular year while the corresponding figures for Riverview and Union are only 5% and 6%.

## Limited Support for Substantial Changes in Staff Development

Declining enrollment and financial austerity has meant that improvements in the schools will have to result from changes in the practices of presently employed seasoned teachers, and these factors have fostered heightened interest in staff development. Ironically, the same factors that have helped create an interest in staff development constrain the possibility that staff development practices will change substantially.

When educators, school board members, and active parents

and citizens concerned about the schools are asked what they think about staff development, they consistently affirm its importance in general terms. However, a variety of evidence makes us conclude that there is little support for substantial changes in the present configuration of staff development in a period of declining resources.

Lack of Commitment from Top Leadership

Decisive movement in any new direction, especially in a period of declining resources, would require that staff development be a priority for the superintendents of schools or other top line administrators in school districts. We found few instances in which these administrators described staff development as a top priority or were actively trying to make changes in staff development. In almost every school district, we were told by those who supported some significant change in staff development that there was little evidence of a commitment from school district leadership to invest resources and take risks to change staff development practices. Mostly, administrators are preoccupied with holding the line and responding to crises.

One indicator of limited high-level administrative commitment to staff development is the level of support accorded to offices of staff development. In five of the six districts we examined, these offices were positioned well down in the administrative hierarchy. They were operating with minimum staffs of two or three professionals. The staffs of four of these offices had been cut within the last few years. In contrast to the five minimally-staffed offices, the sixth office of staff development was specifically set up to prepare teachers for court-ordered desegregation. Its director reported directly to the superintendent of schools and directed a substantial staff. By all accounts the office did an imaginative and effective job during the first year of desegregation. When the court-mandated period for staff training ended, this office of staff development was abolished.

Lack of Support from Other Interest Groups.

Among teachers, school board members, and parent and citizen groups, we found many people who were willing to fight for desegregation, bilingual education, alternative schools, teacher power, and tax limitation. We found almost no one who expressed similar strong sentiments about defending the existing staff development activities or pressing in new directions, except for directors of staff development. Only a few of the people interviewed cited a general need for staff development as one of the pressing issues that their school district had to confront in the next few years.

Staff Development Is a Subsidiary Concern

When people discussed the need for staff development or a particular plan for carrying out staff development, it was almost always subsidiary to a more general concern. If administrators or school board members were committed to desegregation or special education or boosting basic skills, they saw a need for staff development in these specific areas. If teacher association representatives espoused increased teacher power, effective staff development was defined as an enterprise controlled by teachers. It was almost always possible to predict a person's analysis of staff development from their analysis of the priority issues facing the school district.

Further, a clear theme running through our interviews is that priorities for staff development should be shaped by specific external mandates for special education, bilingual education, desegregation, minimum competency, etc. Even people who objected to the existence of these mandates emphasized staff development priorities responsive to them.

Lack of Incentive for Staff Development Leaders to Change

Earlier we described the ways in which middle level administrators employing traditional didactic formats for staff development constrain possibilities for substantial changes in staff development practices.

## Weak Incentives for Widespread Teacher Participation

When one examines the various incentives being used to induce teachers to both participate in staff development and incorporate new ideas into their teaching, there is none that holds much immediate hope for inducing widespread teacher commitment, particularly among those teachers who are most in need of retraining.

Compulsory staff development sessions planned by central office staff are one of the major irritants in the professional life of teachers. Whenever teachers' organizations have sufficient power, as we found in our companion study of Elmwood, it seems predictable that they will attempt to outlaw such sessions. Even where teachers are compelled to attend them, there is widespread evidence that teachers do not incorporate the practices advocated in these sessions into their regular teaching.

Using extra pay as an incentive for attendance has similar results. As discussed earlier, it can induce attendance but not serious involvement or subsequent changes in behavior. Further, the expectation of extra pay undercuts volunteerism, while declining school district resources severely limit the school district's ability to provide extra pay.

Another financial incentive (analyzed earlier) is university or school district credit that leads to a salary increase. For some this is another incentive to participate without commitment to try new practices or support for doing so. For many others, it is not even a commitment to attend, for reasons discussed earlier.

Some staff development reformers, including those in the teacher center movement, argue that only voluntary incentives built on a philosophy of teacher professionalism and autonomy will engage teachers in meaningful staff development. However, the evidence concerning attendance at teacher centers and the effectiveness of school-based teacher advisories indicates that they only reach a minority of teachers, frequently those who are already most predisposed to change.[43]

Finally, some emphasize the importance of changed group norms in a rejuvenated school or school-community setting as the key to fostering meaningful staff development. Perhaps the most impressive evidence for the effectiveness of this approach comes from those inner city schools that have been "turned around" by a charismatic principal.[44] However, it does not seem likely that the skills to carry out such interventions will be widely available in public schools in the near future.

In short, our investigation, as well as other research, highlights the drawbacks of coercion, extra pay, course credits, individual volunteerism, and changed group norms as effective incentives for increasing teacher commitment to staff development in the near future.

An Emphasis on Control as a Central Issue

No groups admits to being in control of staff development. Central office staff feel hemmed in by external mandates and the constraints of teacher contracts. Teacher organizations frequently see staff development dominated by insensitive central office staff. School board members and parents don't see themselves having any substantial ability to shape the realities of staff development.

Central office administrators and teacher associations have particularly divergent perceptions related to the control issue. Central office staff perceive the instructional support they provide as extremely helpful to teachers and emphasize the need for their expert perspective in shaping the nature of staff development.

Teacher association representatives view these central office administrators as overpaid and largely ineffective--robbing the classroom teacher of badly needed resources. Teachers feel overwhelmed by new responsibilities without effective aid in learning how to meet them. Teachers argue that the only meaningful basis for staff development is to treat teachers as professionals and give them control over

their own staff development activities. However, in practical bargaining, teachers mix an emphasis on professionalism (teachers should have the right to shape their own staff development experiences, like doctors) with an emphasis on trade unionism (teachers should not do the extra work of staff development without getting extra pay). In part, teachers are working to escape the arbitrary boring experiences of centrally-controlled staff development, rather than moving toward a new configuration for staff development.

Thus, the disagreement over staff development (in addition to being a disagreement about educational philosophy) is also a disagreement over jobs (will money be spent for central office staff or for teachers) and working conditions (what can a teacher be compelled to do). These are issues that quite naturally arise in a large organization and are intensified in a period of declining resources. They will be shaped by teacher contract negotiations and by school district finance decisions in which little thought is given to a new long-term direction for staff development.

## Implications of Limited Support for Substantial Change

Our research suggests a rather bleak picture for the prospects of substantial change in staff development practices. Some may feel that it is overly pessimistic. One can at least agree, however, that the political and bureaucratic constraints on staff development that we have identified deserve careful study. Research about the politics of staff development has been particularly neglected. Of particular interest for those who are committed to improving staff development would be the analysis of situations in which these constraints have been overcome and widespread participation in staff development appears to be a reality.

## Some Short-Term Prospects

Given the characteristics of the present situation described above, the near-term future financial support of staff development seems generally predictable. It seems unlikely that any new directions

in staff development will be carried out widely in practice. Staff development will continue to function within the constraints of larger forces, such as overall fiscal problems and legal mandates.

Staff development activities initiated by both staff development specialists and by other central office staff will be generally cut back as districts make across-the-board cuts in response to declining revenues. Staff development will neither be protected from these cuts nor cut disproportionately. In general, cuts in central office staff that affect staff development will not be perceived as cuts in staff development. Local funds for substitutes, teacher stipends, travel, and other direct costs associated with staff development will be cut severely, as part of a general predisposition to cut direct costs before eliminating staff.

There will be some exceptions to these patterns of reduction. Categorical government programs that focus on staff development or mandate a staff development component will probably be sustained at present levels, with funding for both staff and direct expenses. Staff development focused on specific issues where the school district is under strong external mandates or where a well-organized external interest group acts to protect a program that benefits them will frequently escape reductions.

The future of staff development initiated at the building level does not appear as clear, although it seems unlikely that there will be any widespread substantial change in the nature of this building-level activity. As discussed earlier, we found that the extent of building-level activity is dependent on the initiative of the building principal, with the majority of principals responding to central office initiatives and a minority aggressively working to mold a school-based program. One would expect reductions in teaching staff, school-based administrators, and loose resources from the district that might temper the efforts of this minority who emphasize school-based activity. However, we did find in Union School District a modest increase in school-based activity after a severe cut-back in district-level activity. This activity was

aided by a history of small neighborhood schools with close faculty ties. In addition, there is some movement nationally toward site-based management of schools, as in the School Improvement Program in California and some other states. Overall then, we would expect no dramatic changes in school-based activity across the country with modest increases or decreases in this type of activity in response to local conditions.

The last major type of staff development activity we identified is course work for university or school district credit that leads to salary increases. Money for these salary increases is perceived as part of the basic wage and benefit package that teachers have won from the school district through hard bargaining and, often, strikes. Reductions in the money available for these salary increases are perceived as wage cuts. Seaside teachers conducted their first strike when the school board negotiators proposed such changes. Thus is seems unlikely, except in school districts where teacher associations are extremely weak politically, that these salary increases will be reduced. We speculated earlier that it may be possible for interest groups in some school districts to rearrange the salary increase system so that it was more functional for promoting staff development without threatening basic economic interests.

In addition to awarding salary increases, some districts have also paid part or all of teachers' tuition to take the required courses; they have generally begun to cut back on this expense. Also, in school districts that have initiated extensive in-district programs for credit, cut-backs in central office staff reduce the pool of people who have generally taught these courses. In some local situations where universities are searching for ways to offset declining preservice enrollment, university faculty may collaborate with the school district to provide increased inservice opportunities.

Given the dependent secondary nature of staff development in the hierarchy of school district priorities, it seems likely that any substantial changes in staff development in particular local situations will depend upon larger changes. As we observed in the

study, a widespread desegregation program or a movement towards site-based management can provide an opportunity for staff development to be changed or expanded because staff development changes are drawing from the energy associated with other programmatic changes. Thus, from both research and policy standpoint, it seems important to analyze ways that staff development can be effectively changed when opportunities for change are created by larger-scale shifts in local school district organization and practices.

NOTES

1. Donald Moore, Arthur Hyde et al., Rethinking Staff Development: A Handbook for Analyzing Your Program and Its Costs (New York: Ford Foundation, 1978).

2. See, for example, Robert W. Houston and Robert B. Hausam, Competency Based Teacher Education (Chicago: Science Research Associates, 1972).

3. See, for example, Arthur Combs, The Professional Education of Teachers (Boston: Allyn and Bacon, 1965) and Arthur Combs, David Avila, and William Purky, "Some Basic Concepts for Teacher Education," Journal of Teacher Education 23 (Fall 1972): 286-290.

4. See Louis Rubin, ed., Improving Inservice Education: Proposals and Procedures for Change (Boston: Allyn and Bacon, 1971) for a series of critical essays.

5. See, for example, the yearbook of the Association of Supervision and Curriculum Development, Perceiving, Behaving, Becoming (Washington, D.C.: ASCD, 1962); Thomas Sergiovanni, ed., Professional Supervision for Professional Teachers (Washington, D.C.: ASCD, 1975); Robert Goldhammer, Clinical Supervision (New York: Holt, Rinehart and Wilson, 1969); and Ralph Mosher and David Purpel, Supervision: The Reluctant Profession (Boston: Houghton Mifflin, 1972).

6. Special education training of this kind has been instituted in the state of Massachusetts for several years in accordance with the state's special education law, Chapter 766, a precursor to the federal law, PL 94-142.

7. Patricia Zigarmi, "Teacher Centers: A Model for Teacher-Initiated Staff Development," Teachers College Record 80 (September 1978): 175.

8. Dwight Allen, "Inservice Teacher Training: A Modest Proposal," in Improving Inservice Education, ed. Louis Rubin (Boston: Allyn and Bacon, 1971), p. 113.

9. Louis Rubin, "The Case for Staff Development," in Professional Supervision for Professional Teachers, ed. Thomas Sergiovanni (Washington, D.C.: ASCD, 1975); p. 41.

10. Bruce Joyce, "Structural Imagination and Professional Staff Development," in Issues in Inservice Education (Syracuse: National Council of States on Inservice Education, 1977), p. 17.

11. Milbrey W. McLaughlin and David D. Marsh, "Staff Development and School Change," Teachers College Record 80 (September 1978): 87-88.

12. Ann Lieberman, "Staff Development: New Demands, New Realities, New Perspectives," Teachers College Record 80 (September 1978): 1.

13. Richard A. Schmuck et al., Handbook of Organizational Development in Schools (Palo Alto: Mayfield Publishing, 1972).

14. Institute for the Development of Educational Activities, Implementations Guide (Dayton: Author, 1974).

15. Roy Edelfelt, Inservice Teacher Education -- Sources in the ERIC System (Washington, D.C.: ERIC Clearinghouse on Teacher Education; January 1975), p.6.

16. Alexander M. Nicholson et al., The Literature on Inservice Teacher Education: An Analytical Review, ISTE Report III (Palo Alto: National Center for Educational Statistics and Teacher Corps, 1976), p. 4.

17. Ibid., p. 19.

18. Frederick J. McDonald, "Criteria and Methods for Evaluating Inservice Training Programs," in Issues in Inservice Education, p. 69.

19. Ibid.

20. Ibid., p. 73.

21. Richard F. Elmore, "Organizational Models of Social Program Implementation," in Public Policy 26 (Spring 1978): 185-228.

22. Ibid., p, 209

23. Ibid., pp. 199-200.

24. Ibid., p. 203.

25. Ibid., p. 200.

26. Ibid., pp. 217-218.

27. Ibid., p. 227.

28. Carla Edlefson, "Participatory Planning for Change: The Case of Project Redesign," unpublished Ph.D. dissertation (Palo Alto: Stanford University, 1977).

29. Dan C. Lortie, Schoolteacher (Chicago: University of Chicago Press, 1975).

30. Karl Weick, "Educational Organizations as Loosely Coupled Systems," Administrative Science Quarterly, 21 (March 1976): 3.

31. Ibid., p. 5.

32. John W. Meyer and Brian Rowan, "Notes on the Structure of Educational Organizations: Revised Version," paper prepared for the American Sociological Association annual meeting, August 1975, p.2.

33. Ibid., p. 28

34. See for example the articles in Susan Abramowitz and Stuart Rosenfeld, eds. Declining Enrollments: The Challenge of the Coming Decade, (Washington, D.C.: National Institute of Education, March 1978); Erick L. Lindman, "Teachers Salaries and Length of Service," Journal of Education Finance 4 (Summer 1978): 105-109; Bernard Jump, "Teacher Retirements: Benefit Structure, Costs, and Finances," Journal of Education Finance, 3 (Fall 1977): 143-157; Alvin H. Townsel, "Adjustments for Urban Fiscal Problems in State School Finance Systems," Journal of Education Finance 2 (Summer 1976): 30-31; and National Comparison Local School Costs for the 1977-78 School Year (Westport, Conn.: Market Data Retrieval, 1978).

35. Moore, Rethinking Staff Development.

36. Curriculum Information Center, School Universe Data Book (Denver: Author, 1977).

37. See Rethinking Staff Development for a detailed explanation of the way these calculations were carried out.

38. Some caution should be used in comparing the data in these salary schedules. Table 38 shows Seaside's salary schedule in 1976-77, the fiscal year of its cost analysis. Table 39 shows Riverview's salary scale in 1977-78, the fiscal year of its cost analysis. However, when we studied Union School District, using cost data from 1977-78, the data on number of teachers at different levels was not collected by the personnel office of the district. Table 40 shows Union's salary scale in 1978-79 and contains data on number of teachers specially generated for this report by the data processing office of the district. Thus, a simple comparison of these three tables of beginning teachers' salary level would be misleading because of the three different years involved. Actually, in any single given year, Seaside paid the highest beginning salary, Union second, and Riverview third.

39. As noted in Table 38, 32.9% of Seaside's teachers were at the highest level of the salary scale in 1976-77. This same basic group of teachers existed in Seaside in 1978-79 (as there were no reductions in the teaching force), but the percentage had grown to 41.5%.

40. Donald Moore and Arthur Hyde, Politics of Staff Development (Draft)(Chicago: Designs for Change, 1979).

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42. McLaughlin and Marsh, "Staff Development and School Change."

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APPENDIX A

ADDITIONAL STAFF DEVELOPMENT STUDY DATA: TABLES 27-46

TABLE 27.--Total Salaried Work Time Teachers Spent in Staff Development During the School Year in the Seaside School District

| | Percentage Time in Staff Development from Sampled Schools | Hours in School Year | Average Hours per Year a Teacher Spent in Staff Dev. | Number of Teachers | Total Estimated Hours per Year in Staff Development |
|---|---|---|---|---|---|
| Elem. Sch. Teachers | 8.22% | 1,440 | 118.37 | 2,800 | 331,430 |
| Junior High Sch. Teachers | 5.84% | 1,440 | 84.10 | 1,200 | 100,915 |
| High School Teachers | 5.70% | 1,440 | 82.08 | 1,300 | 106,704 |
| Total | | | | 5,300 | 539,049 |
| Average* | (7.06%) | | (101.71) | | |

*Computed from total estimated hours per year in staff development for all teachers.

TABLE 28.--Cost of Salaried Work Time Teachers Spent in Staff Development During School Year in the Seaside School District

| | Teachers' Salaries and Benefits | Percentage Time in Staff Development | Cost of Staff Development |
|---|---|---|---|
| Elem. Sch. Teachers | $42,567,000 | 8.22% | $3,499,000 |
| Junion H.S. Teachers | 20,103,000 | 5.84% | 1,174,000 |
| Senior H.S. Teachers | 19,754,000 | 5.70% | 1,126,000 |
| Total | $84,424,000 | | $5,799,000 |

TABLE 29.--Total Salaried Work Time Teachers Spent in School-Based Staff Development During the School Year in the Riverview School District

| | Percentage Time in Staff Development from Sampled Schools | Hours in School Year | Average Hours per Year a Teacher Spent in Staff Dev. | Number of Teachers | Total Estimated Hours per Year in Staff Development |
|---|---|---|---|---|---|
| Elem. Sch. Teacher | | | | | |
| District | 0.53% | 1,409 | 7.47 | 2,550 | 19,048 |
| Federal | 0.42% | 1,409 | 5.92 | 440 | 2,605 |
| High School Teachers | 0.54% | 1,409 | 7.61 | 1,110 | 8,447 |
| Total | | | | 4,100 | 30,100 |
| Average* | (0.52%) | | (7.34) | | |

*Computed from total estimated hours per year in staff development for all teachers.

TABLE 30.-- Combined School-Based and District-Wide Salaried Work Time Teachers Spent in Staff Development During School Year in the Riverview School District (In Hours)

| | Number of Teachers | Total Hours Salaried Work Time | School-Based Staff Development | District-Wide Staff Development | Total Staff Development | Percentage Staff Development |
|---|---|---|---|---|---|---|
| Elem. Sch. Teachers | | | | | | |
| District | 2,550 | 3,592,950 | 19,048 | 71,961 | 91,009 | 2.53% |
| Federal | 440 | 619,960 | 2,605 | 16,910 | 19,515 | 3.15% |
| High School Teachers | 1,110 | 1,563,990 | 8,447 | 18,162 | 26,609 | 1.70% |
| Total | 4,100 | 5,776,900 | 30,100 | 107,033 | 137,133 | |
| Average* | | | | | | (2.37%) |

*Computed from total salaried work time and total staff development time for all teachers.

TABLE 31.--Total Salaried Work Time Teachers Spent in Staff Development During the School Year in the Riverview School District

| | Percentage Time in Staff Development from Sampled Schools | Hours in School Year | Average Hours per year a Teacher Spent in Staff Dev. | Number of Teachers | Total Estimated Hours per year in Staff Development |
|---|---|---|---|---|---|
| Elem. Sch. Teachers | | | | | |
| District | 2.53% | 1409 | 35.65 | 2,550 | 91,009 |
| Federal | 3.15% | 1409 | 44.38 | 440 | 19,515 |
| High School Teachers | 1.70% | 1409 | 23.95 | 1,110 | 26,609 |
| Total | | | | 4,100 | 137,133 |
| Average | (2.37%)* | | (33.45%)** | | |

*Computed in previous table.
**Based on average percentage time in staff development for all teachers.

TABLE 32.--Cost of Salaried Work Time Teachers Spent in Staff Development During the School Year in the Riverview School District

| | Teachers' Salaries and Benefits | Percentage Time in Staff Development | Cost of Staff Development |
|---|---|---|---|
| Elem. Sch. Teachers | | | |
| District | $38,300,000 | 2.53% | $ 969,000 |
| Federal | 6,762,000 | 3.15% | 213,000 |
| High School Teachers | $18,235,000 | 1.70% | 310,000 |
| Total | $63,297,000 | | $ 1,492,000 |

TABLE 33.--Total Salaried Work Time Teachers Spent in School-Based Staff Development During the School Year in the Union School District

| | Percentage Time in Staff Development from Sampled Schools | Hours in School Year | Average Hours per Year a Teacher Spent in Staff Dev. | Number of Teachers | Total Estimated Hours per Year in Staff Development |
|---|---|---|---|---|---|
| Elem. Sch. Teachers | | | | | |
| District | 2.27% | 1470 | 33.37 | 1,800 | 60,066 |
| Federal | 2.22% | 1470 | 32.63 | 160 | 5,221 |
| Junior High Sch. Teachers | | | | | |
| District | 2.38% | 1470 | 34.99 | 850 | 29,742 |
| Federal | 3.33% | 1470 | 48.95 | 50 | 2,448 |
| Senior High Sch. Teachers | | | | | |
| District | 2.44% | 1470 | 35.87 | 1,090 | 39,096 |
| Alternative Sch. Teachers | | | | | |
| District | 11.42% | 1470 | 167.87 | 70 | 11,751 |
| Federal | 11.41% | 1470 | 167.73 | 10 | 1,677 |
| Special Sch. Teachers | | | | | |
| District | 3.37% | 1470 | 49.54 | 70 | 3,468 |
| Career Sch. Teachers | | | | | |
| District | 5.33% | 1470 | 78.35 | 100 | 7,835 |
| Total | | | | 4,200 | 161,304 |
| Average* | (2.61%) | | (38.41) | | |

*Computed from the total estimated hours per years in staff development for all teachers.

TABLE 34.--Salaried Work Time Teachers Spent in School-Based Staff Development During School Year by Funding Source in the Union School District

| Teachers' Funding Source | Number of Teachers | Total Hours Salaried Work Time | School-Based Staff Development | Percentage Staff Development |
|---|---|---|---|---|
| District | 3,980 | 5,850,600 | 151,958 | 2.60% |
| Federal | 220 | 323,400 | 9,346 | 2.89% |
| Total | 4,200 | 6,174,000 | 161,304 | |
| Average* | | | | (2.61%) |

*Computed from total hours salaried work time and total staff development hours for all teachers.

TABLE 35.--Combined School-Based and District-Wide Salaried Work Time Teachers Spent in Staff Development During School Year (In Hours) by Funding Source in the Union School District

| Teachers' Funding Source | Number of Teachers | Total Hours Salaried Work Time | School-Based Staff Development | District-Wide Staff Development | Total Staff Development | Percentage Staff Development |
|---|---|---|---|---|---|---|
| District | 3,980 | 5,850,600 | 152,958 | 14,945 | 166,904 | 2.85% |
| Federal | 220 | 323,400 | 9,346 | 15,568 | 24,914 | 7.70% |
| Total | 4,200 | 6,174,000 | 161,304 | 30,513 | 191,818 | |
| Average* | | | | | | (3.11%) |

*Computed from total salaried work time and total staff development time for all teachers.

TABLE 36.--Total Salaried Work Time Teachers Spent in Staff Development During School Year in the Union School District

| Teachers' Funding Source | Percentage Time in Staff Development | Hours in School Year | Average Hours per Year a Teacher Spent in Staff Dev. | Number of Teachers |
|---|---|---|---|---|
| District | 2.85% | 1470 | 41.90 | 3,980 |
| Federal | 7.70% | 1470 | 113.19 | 220 |
| Total | | | | 4,200 |
| Average | (3.11%)* | | (45.67)** | |

*Computed in previous table.
**Based on average percentage time in staff development for all teachers.

TABLE 37.--Cost of Salaried Work Time Teachers Spent in Staff Development During School Year in the Union School District

| Funding Source | Teachers Salaries and Benefits | Percentage Time in Staff Dev't. | Cost of Staff Dev't. |
|---|---|---|---|
| District | $68,700,000 | 2.85% | $1,959,000 |
| Federal | 3,505,000 | 7.70% | 270,000 |
| Total | $72,205,000 | | $2,229,000 |

TABLE 38.--Teachers' Salary Schedule
for the Seaside School District

| STEP | CLASS A<br>BACHELOR'S DEGREE | | CLASS B<br>BA PLUS 18 SEM. HOURS | | CLASS C<br>BA PLUS 36 SEM. HOURS OR MA | | CLASS D<br>BA PLUS 60 SEM. HOURS OR BA PLUS 54 SEM. HOURS WITH MA | | CLASS E<br>BA PLUS 72 SEM. HOURS WITH MA | | CLASS F<br>BA PLUS 90 SEM. HOURS WITH MA | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Amount | No. | Amount | No. | Amount | No. | Amount | No. | Amount | No. | Amount | No. |
| 1 | $ 9443 | 21 | $10057 | 41 | $10671 | 28 | $11284 | 1 | $11898 | 1 | $12512 | 1 |
| 2 | 9821 | 25 | 10435 | 35 | 11048 | 79 | 11662 | 15 | 12276 | 1 | 12890 | |
| 3 | 10214 | 15 | 10827 | 42 | 11441 | 52 | 12055 | 12 | 12669 | 3 | 13283 | 1 |
| 4 | 10622 | 14 | 11236 | 25 | 11850 | 73 | 12464 | 31 | 13078 | 8 | 13691 | 3 |
| 5 | 11047 | 9 | 11661 | 36 | 12275 | 105 | 12889 | 55 | 13503 | 6 | 14116 | 7 |
| 6 | 11489 | 15 | 12103 | 32 | 12717 | 126 | 13331 | 74 | 13944 | 20 | 14558 | 19 |
| 7 | 11949 | 8 | 12563 | 26 | 13177 | 123 | 13791 | 91 | 14404 | 17 | 15018 | 31 |
| 8 | 12427 | 7 | 13041 | 31 | 13655 | 93 | 14268 | 71 | 14882 | 17 | 15496 | 43 |
| 9 | 12924 | 11 | 13537 | 23 | 14151 | 68 | 14765 | 72 | 15379 | 14 | 15993 | 44 |
| 10 | 13440 | 43 | 14054 | 23 | 14668 | 71 | 15282 | 82 | 15895 | 26 | 16509 | 49 |
| 11 | | | 14591 | 131 | 15205 | 62 | 15819 | 56 | 16432 | 17 | 17047 | 64 |
| 12 | | | | | 15764 | 439 | 16378 | 56 | 16992 | 18 | 17606 | 53 |
| 13 | | | | | | | 16960 | 816 | 17574 | 24 | 18187 | 62 |
| 14 | | | | | | | | | 18178 | 138 | 18792 | 127 |
| 15 | | | | | | | | | | | 19420 | 1299 |
| Positions | (3.1%) | 168 | (8.1%) | 445 | (24.1%) | 1319 | (26.1%) | 1432 | (5.7%) | 310 | (32.9%) | 1803 |

TABLE 39--Teachers' Salary Schedule
for the Riverview School District

| STEP | Bachelor's Degree AMOUNT | Bachelor's Degree NO. | Master's Degree AMOUNT | Master's Degree NO. | Master's Plus 30 sem. hrs. AMOUNT | Master's Plus 30 sem. hrs. NO. | Ph.D. Degree AMOUNT | Ph.D. Degree NO. |
|---|---|---|---|---|---|---|---|---|
| 1 | $9,250 | 25 | $ 10,250 | 1 | $ 11,250 | 0 | $ 12,250 | 0 |
| 2 | 9,750 | 393 | 10,750 | 33 | 11,750 | 7 | 12,750 | 1 |
| 3 | 10,250 | 119 | 11,250 | 31 | 12,250 | 3 | 13,250 | 0 |
| 4 | 10,750 | 110 | 11,750 | 27 | 12,750 | 6 | 13,750 | 0 |
| 5 | 11,250 | 165 | 12,250 | 93 | 13,250 | 9 | 14,250 | 1 |
| 6 | 11,750 | 200 | 12,750 | 81 | 13,750 | 22 | 14,850 | 1 |
| 7 | 12,250 | 278 | 13,250 | 75 | 14,250 | 10 | 15,350 | 1 |
| 8 | 12,750 | 157 | 13,750 | 83 | 14,850 | 22 | 15,850 | 2 |
| 9 | 13,250 | 82 | 14,250 | 47 | 15,350 | 22 | 16,350 | 0 |
| 10 | 13,750 | 149 | 14,850 | 69 | 15,850 | 16 | 16,850 | 0 |
| 11 | 14,250 | 66 | 15,350 | 72 | 16,350 | 18 | 17,350 | 1 |
| 12 | 14,850 | 64 | 14,850 | 20 | 16,850 | 19 | 17,850 | 1 |
| 13 | 15,350 | 71 | 16,350 | 29 | 17,350 | 19 | 18,350 | 1 |
| 14 | 15,850 | 52 | 16,850 | 73 | 17,850 | 25 | 18,850 | 1 |
| 15 | 16,350 | 348 | 17,350 | 272 | 18,350 | 219 | 19,350 | 11 |
| Total | (61.2%) | 2,279 | (27.0%) | 1,006 | (11.2%) | 417 | (0.6%) | 21 |

TABLE 40.--Teachers' Salary Schedule for the Union School District

| STEP | Bachelor's Degree | | Bachelor's Plus 15 sem. Hrs. | | Master's Degree | | Master's Plus 30 sem. Hrs. | | Ph.D. Degree | |
|---|---|---|---|---|---|---|---|---|---|---|
| | AMOUNT | NO. | AMOUNT | NO. | AMOUNT | NO. | AMOUNT | NO. | AMOUNT | NO. |
| 1 | $10,418 | 140 | $10,720 | 37 | $11,554 | 17 | $11,772 | 2 | $12,533 | -- |
| 2 | 10,835 | 82 | 11,147 | 28 | 12,012 | 11 | 12,252 | 1 | 13,033 | -- |
| 3 | 11,272 | 80 | 11,595 | 40 | 12,491 | 13 | 12,741 | 2 | 13,554 | -- |
| 4 | 11,720 | 94 | 12,054 | 41 | 12,991 | 28 | 13,241 | 1 | 14,096 | 2 |
| 5 | 12,189 | 108 | 12,543 | 52 | 13,512 | 40 | 13,773 | 7 | 14,658 | 1 |
| 6 | 12,679 | 137 | 13,043 | 70 | 14,054 | 70 | 14,325 | 6 | 15,242 | 1 |
| 7 | 13,179 | 126 | 13,564 | 72 | 14,616 | 105 | 14,898 | 10 | 15,856 | -- |
| 8 | 13,710 | 95 | 14,106 | 53 | 15,200 | 67 | 15,502 | 7 | 16,492 | -- |
| 9 | 14,262 | 108 | 14,669 | 46 | 15,804 | 116 | 16,117 | 6 | 17,148 | 3 |
| 10 | 14,825 | 78 | 15,252 | 56 | 16,440 | 115 | 16,763 | 8 | 17,836 | -- |
| 11 | 15,419 | 80 | 15,867 | 40 | 17,096 | 97 | 17,429 | 12 | 18,544 | 2 |
| 12 | 16,044 | 47 | 16,502 | 35 | 17,784 | 76 | 18,127 | 10 | 19,284 | -- |
| 13 | 16,679 | 58 | 17,158 | 45 | 18,492 | 66 | 18,857 | 14 | 20,065 | 1 |
| 14 | 17,346 | 45 | 17,846 | 49 | 19,232 | 62 | 19,607 | 15 | 20,857 | 3 |
| 15 | 18,044 | 387 | 18,505 | 334 | 20,003 | 479 | 20,398 | 99 | 21,701 | 9 |
| Total | (39.2%) | 1,665 | (23.5%) | 998 | (32.1%) | 1,362 | (4.7%) | 200 | (0.5%) | 22 |

TABLE 41.--Total Staff Development Costs for the Seaside School District by Funding Source
(In Thousands of Dollars)

| District Staff | General Funds | Percentage | Federal Funds | Percentage | Other Funds | Percentage | Total | Percentage |
|---|---|---|---|---|---|---|---|---|
| Salaries & Benefits | $ 1,542 | 16.5% | $ 53 | 0.6% | $ 43 | 0.5% | $ 1,638 | 17.5% |
| School Administrators Salaries & Benefits | 484 | 5.2% | - | 0.0% | - | 0.0% | 484 | 5.2% |
| Teachers Salaries & Benefits | 5,451 | 58.2% | 232 | 2.5% | 116 | 1.2% | 5,799 | 61.9% |
| Instructional Aides Salaries & Benefits | - | 0.0% | 49 | 0.5% | 48 | 0.5% | 97 | 1.0% |
| Consultant Fees | 43 | 0.5% | 24 | 0.3% | 91 | 1.0% | 158 | 1.7% |
| Substitute Costs | 75 | 0.8% | 41 | 0.4% | 41 | 0.4% | 157 | 1.7% |
| Teacher Stipends | - | 0.0% | 27 | 0.3% | - | 0.0% | 27 | 0.3% |
| Sabbaticals | 86 | 0.9% | - | 0.0% | - | 0.0% | 86 | 0.9% |
| Salary Increases | 870 | 9.3% | - | 0.0% | - | 0.0% | 870 | 9.3% |
| Other Direct Costs | 44 | 0.5% | 4 | 0.1% | 4 | 0.1% | 52 | 0.6% |
| Total Staff Development Costs | $ 8,595 | 91.7% | $ 430 | 4.6% | $ 343 | 3.7% | $ 9,368 | 100.0% |

TABLE 43.---Total Staff Development Costs for the Union School District by Funding Source (In Thousands of Dollars)

| District Staff | General Funds | Percentage | Federal Funds | Percentage | Other Funds | Percentage | Total | Percentage |
|---|---|---|---|---|---|---|---|---|
| Salaries & Benefits | $ 972 | 23.9% | $ 66 | 1.6% | $ 26 | 0.6% | $ 1,064 | 26.1% |
| School Administrators Salaries & Benefits | 193 | 4.7% | - | 0.0% | - | 0.0% | 193 | 4.7% |
| Teachers Salaries & Benefits | 1,874 | 46.1% | 270 | 6.6% | 85 | 2.1% | 2,229 | 54.8% |
| Instructional Aides Salaries & Benefits | 6 | 0.1% | 13 | 0.3% | 67 | 1.6% | 86 | 2.1% |
| Consultant Fees | 10 | 0.2% | 34 | 0.8% | 4 | 0.1% | 48 | 1.2% |
| Substitute Costs | 37 | 0.9% | 30 | 0.7% | 7 | 0.2% | 74 | 1.8% |
| Teacher Stipends | 19 | 0.5% | 1 | 0.0% | 7 | 0.2% | 27 | 0.7% |
| Sabbaticals | 138 | 3.4% | - | 0.0% | - | 0.0% | 138 | 3.4% |
| Salary Increases | 199 | 4.9% | - | 0.0% | - | 0.0% | 199 | 4.9% |
| Other Direct Costs | 11 | 0.3% | - | 0.0% | - | 0.0% | 11 | 0.3% |
| Total Staff Development Costs | $ 3,459 | 85.0% | $ 414 | 10.2% | $ 196 | 4.8% | $ 4,069 | 100.0% |

TABLE 44.--Staff Development Costs in the General Funds of the Three School Districts (In Thousands of Dollars)

| | Seaside School District | Percentage | Riverview School District | Percentage | Union School District | Percentage |
|---|---|---|---|---|---|---|
| District Staff Salaries & Benefits | $ 1,542 | 17.9% | $ 543 | 21.2% | $ 972 | 28.1% |
| School Administrators Salaries & Benefits | 484 | 5.6% | 113 | 4.4% | 193 | 5.6% |
| Teachers Salaries & Benefits | 5,451 | 63.4% | 1,279 | 49.8% | 1,874 | 54.2% |
| Instructional Aides Salaries & Benefits | - | 0.0% | 7 | 0.3% | 6 | 0.2% |
| Consultant Fees | 43 | 0.5% | - | 0.0% | 10 | 0.3% |
| Substitute Costs | 75 | 0.9% | 57 | 2.2% | 37 | 1.1% |
| Teacher Stipends | - | 0.0% | 168 | 6.5% | 19 | .5% |
| Sabbaticals | 86 | 1.0% | 158 | 6.2% | 138 | 4.0% |
| Salary Increases | 870 | 10.1% | 205 | 8.0% | 199 | 5.8% |
| Other Direct Costs | 44 | 0.5% | 37 | 1.4% | 11 | 0.3% |
| Total Staff Development Costs | $ 8,595 | 100.0% | $ 2,567 | 100.0% | $ 3,459 | 100.0% |

TABLE 45.-- Staff Development Costs in the Federal Funds of the Three School Districts (In Thousands of Dollars)

| | Seaside School District | Percentage | Riverview School District | Percentage | Union School District | Percentage |
|---|---|---|---|---|---|---|
| District Staff Salaries & Benefits | $ 53 | 12.3% | $ 794 | 45.7% | $ 66 | 15.9% |
| School Administrators Salaries & Benefits | - | 0.0% | - | 0.0% | - | 0.0% |
| Teachers Salaries & Benefits | 232 | 54.0% | 213 | 12.3% | 270 | 65.2% |
| Instructional Aides Salaries & Benefits | 49 | 11.4% | 36 | 2.1% | 13 | 3.1% |
| Consultant Fees | 24 | 5.6% | 163 | 9.4% | 34 | 8.2% |
| Substitute Costs | 41 | 9.5% | 24 | 1.4% | 30 | 7.3% |
| Teacher Stipends | 27 | 6.3% | 375 | 21.6% | 1 | 0.2% |
| Sabbaticals | - | 0.0% | - | 0.0% | - | 0.0% |
| Salary Increases | - | 0.0% | - | 0.0% | - | 0.0% |
| Other Direct Costs | 4 | 0.9% | 131 | 7.5% | - | 0.0% |
| Total Staff Development Costs | $ 430 | 100.0% | $1,736 | 100.0% | $ 414 | 100.0% |

TABLE 46.--Staff Development Costs in the Other Funds of the Three School Districts (In Thousands of Dollars)

| | Seaside School District | Percentage | Riverview School District | Percentage | Union School District | Percentage |
|---|---|---|---|---|---|---|
| District Staff Salaries & Benefits | $ 43 | 12.5% | $ 168 | 55.3% | $ 26 | 13.3% |
| School Administrators Salaries & Benefits | - | 0.0% | - | 0.0% | - | 0.0% |
| Teachers Salaries & Benefits | 116 | 33.8% | - | 0.0% | 85 | 43.4% |
| Instructional Aides Salaries & Benefits | 48 | 14.0% | - | 0.0% | 67 | 34.2% |
| Consultant Fees | 91 | 26.5% | 49 | 16.1% | 4 | 2.0% |
| Substitute Costs | 41 | 12.0% | 51 | 16.8% | 7 | 3.6% |
| Teacher Stipends | - | 0.0% | 29 | 9.5% | 7 | 3.6% |
| Sabbaticals | - | 0.0% | - | 0.0% | - | 0.0% |
| Salary Increases | - | 0.0% | - | 0.0% | - | 0.0% |
| Other Direct Costs | 4 | 1.2% | 7 | 2.3% | - | 0.0% |
| Total Staff Development Costs | $ 343 | 100.0% | $ 304 | 100.0% | $ 196 | 100.0% |

## APPENDIX B

## INITIAL INTERVIEW FOR EXPLORING THE NATURE OF STAFF DEVELOPMENT ACTIVITIES

## Initial Interview for Exploring the Nature of Staff Development Activities

B-1. What is your name and position with the school district? What are your present responsibilities in the school district?

B-2. What previous responsibilities have you had in the school district?

B-3. We want to understand as well as possible how the school district is organized from the central office down to the school level. Using the organizational chart, could you review the structure of the school district and explain how things are organized?

B-4. Taking the school district overall, what are some of the key external groups and organizations that exert an important influence on the way it operates? (Ask about local or city-wide parents' or citizens' organizations, the teachers' organization, state government, universities with which the district works closely.)

B-5. In the last five years, what are some major events that have had an important impact on the direction of the school district? (Probe such events as the replacement of key personnel, strikes, financial crises, shifts of teachers and students for desegregation, etc.)

B-6. What are the major classifications of personnel in the school district, either for salary schedule, for qualification to carry out various jobs, or for other purposes? What documents are available that describe central office classifications? (An understanding of this system will be generally helpful in understanding organizational procedures that influence the nature of staff development and its costs.)

B-7. Refer to Appendix D (which lists some typical staff development activities) and to the school district organizational chart. Review the departments within the central office (or other administrative offices above the building level); describe any activities that are initiated by any of these departments that might fit our definition of staff development. Who should be interviewed to obtain information about each type of activity identified? (Also ask whether there are any documents that might help you understand either the nature of district-initiated staff development activities or their costs.)

B-8. Refer to Appendix D (which lists some typical staff development activities) and to the school district organizational chart. Review the staff development activities initiated at the school building level that might fit our definition of staff development What persons might be interviewed to find out more about each area of activity identified? (As part of the questioning about staff development at the building level, ask whether there are any documents that might help us understand either the nature of school-initiated staff development activities or their costs.)

B-9. To find out more about staff development activities at the school building level we are going to be visiting a sample of schools. We want to choose schools that have a variety of different staff development activities and that are representative of the district as a whole. Several factors might be considered in grouping schools from which to sample: the extent of specially funded state or federal government programs, the initiative taken by the building principal in setting up staff development experiences, the various type of schools (elementary, secondary, magnet, special education, vocational, etc.), and any special circumstances that might affect staff development activity (creation of new schools, change of principals, staff transfer for racial balance, etc.).

a. What might be the important factors which should be considered in grouping the schools from which to draw our samples?

b. What documents or information sources exist to help us to group or categorize the schools in these ways? For instance: a directory of schools with location and principal's name, enrollment and staffing figures for each school, lists of special programs (e.g., Title I) by school.

B-10. We are interested in understanding the system by which teachers at the building level receive salary increases for completing educational courses, either those offered externally or those offered within the school system. Who should be interviewed to help us understand this system more fully and to get statistical information about the rate at which credits are being accumulated, the number of persons receiving increases, etc.?

B-11. Considering the type of cost information we are trying to gather, what people, budget documents, expenditure summaries, etc. are you aware of that would help us? Are there program people who keep their own financial records who might be helpful to us?

# APPENDIX C

## INITIAL INTERVIEW CONCERNING THE SCHOOL DISTRICT'S FINANCIAL SYSTEM

## Initial Interview Concerning the School District's Financial System

C-1. What is your name and position in the school district? What are your present responsibilities within the school district?

C-2. What previous responsibilities have you had within the school district?

C-3. What are the various departments and individuals who have responsibilities related to financial matters in the school district? What do they do?

C-4. Review the following:

a. The purposes of the study as described in Appendix D.

b. The types of financial information that we would like to have available.

c. The types of financial analyses that we want to conduct.

(Given what you are trying to accomplish, determine what types of financial budgets and statements the school district maintains that might provide you with the information you need.)

What specific documents will help us carry out the study? What problems do you see in terms of differences between the information we need and what is available?

C-5. We want to pick a twelve-month period to study in the cost analysis for which complete financial data are available. Generally, the most recent completed fiscal year is best. What do you suggest?

C-6. Who else in the district would know about financial information that is available and would be able to help us get the data we need? Who is in charge of each specific fund?

C-7. From your knowledge of the district, what types of activities are going on that would fit our definition of staff development? Who would know more about the activities you've identified?

C-8. In the financial budgets and the end-of-the-year statements, where would we find the following expenses? Are they separate object codes in the budget or parts of other object codes?

a. Sabbaticals

b. Substitute teachers used to provide release time for inservice or staff development

c. Conference costs

d. Travel for staff development

e. Stipends to teachers for workshops

f. Tuition reimbursements to teachers

g. Consultants leading staff development activities

h. The individual salaries of district staff who are staff development leaders

i. Costs of training materials

j. Subtotals of salaries for different types of personnel (elementary/secondary teachers, building administrators, aides)

k. Fringe benefits

APPENDIX D

HANDOUT EXPLAINING THE STUDY AND DETAILED QUESTIONS ABOUT SPECIFIC ORGANIZATIONAL ROUTINES ENTAILING STAFF DEVELOPMENT

## RETHINKING STAFF DEVELOPMENT

We are carrying out a study of teacher staff development in this school district. We are interested in identifying the variety of activities in the district that might be considered staff development, in understanding how they work, and in estimating their costs in terms of time and money.

We are focusing our study on those activities that took place during the last complete fiscal year in the district.

Our working definition of teacher staff development is as follows: "any activity on the district or school building level that is intended partly or primarily to prepare teachers for improved performance in present or possible future roles in the school district."

Below are some types of staff development activities that we have encountered in other schools districts and some specific examples of each type of activity. These should be useful in stimulating your thinking so that you can help us identify staff development activities in the school district:

- Receiving on-the-job advice and feedback.
  Such as -- advisory assistance given to teachers in the classroom.
  -- feedback to teachers on their performance, as in the school's staff evaluation process.

- Participating as a learner in structured experiences outside of the context of regular job duties.
  Such as -- workshops, seminars, course, inservice sessions (including single meetings or series of meetings).
  -- professional meetings and conventions.

- Sharing and analyzing problems and ideas with peers.
  Such as -- regular staff or department meetings.
  -- committee work that involves staff development

- Observing the job activities of others.
  Such as -- visits by teachers to other classrooms, schools, or programs.

- Teaching other staff or supervising other staff in ways that involve staff development.
  Such as -- a rotating department chairmanship designed to give people a chance to explore new ideas by being freed from teaching.

- Systematically planning and/or trying out a new approach.
  Such as -- joint planning or collaboration on a special project.
  -- planning a new curriculum.
  -- pilot teaching a new course.

- Seeking information to improve one's skills and knowledge.
  Such as -- research conducted in the school or community.
  -- formally-supported sabbaticals.
  -- released time to visit a teachers' center.

- Interning in a job primarily to develop new skills.

For each specific activity we identify, we are interested in obtaining the answers to the following questions:

D-1. What is a good phrase to briefly describe this activity?

D-2. What people are involved in it as "leaders" and as "learners"?

D-3. How is the activity planned and how much time is involved?

D-4. How is the activity carried out and how much time is involved?

D-5. What types of funds support the leaders and learners in this activity? Is there any special funding involved?

D-6. Are teachers released from classes to participate in this activity? If so, how are classes covered?

D-7. Are there any direct costs associated with this activity?

## Detailed Questions about Specific Organizational Routines Entailing Staff Development

The handout on the preceding page contains a general list of questions that you want interviewees to answer in describing specific staff development routines. Below, we present a more detailed list of questions that you should be able to answer as a result of an interview. Often, interviewees will supply the answer to the detailed questions in response to a general question or provide answers to one question when you ask another. Of course, you need not repeat questions that have already been answered. You should also be certain that by the end of the interview you have obtained answers to all of the detailed questions.

D-1. What is a good phrase to briefly describe this activity?

D-2. What people are involved in this activity as "leaders" and "learners"?

a. Who are the people (by name or position) that play a part as "leaders" in setting up or carrying out this activity? What is their particular part in the activity?

b. Who are the people who are involved in the activity as "learners"? How many of them are there?

D-3. How is the activity planned and how much time is involved?

a. What is the purpose of the activity?

b. Think about the following categories of people and describe any important role that they have in planning and decision-making.

- classified personnel
- classroom teachers
- professional specialists at the building level
- building administrators
- central office program specialists
- other central office professional staff
- parents
- students
- others

c. How much time do each of the people involved in planning spend on it? Probe for examples.

D-4. How is the activity carried out and how much time is involved?

a. What do the leaders and learners actually do in these sessions? Describe some specific times when it was carried out.

b. Does the activity make any significant use of the following types of methods (which are already listed in the handout explaining the study):

- receiving on-the-job advice and feedback
- participating as a learner in structured experiences outside the context of regular job duties
- sharing and analyzing problems and ideas with peers
- observing the job activities of others
- teaching other staff or supervising other staff in ways that involve staff development
- systematically planning and/or trying out a new approach
- seeking information to improve one's skills and knowledge
- interning in a job primarily to develop new skills

Probe for examples of methods that are frequently used or were judged especially effective.

c. How many "sessions" of this activity are carried out during a week? During a year? How long is each session?

d. At what time of the day are these sessions held? Is that before, during, or after the regular school day?

e. Were any activities held during the summer?

D-5. What types of funds support the leaders and learners in this activity?

a. From what source are the leaders paid their regular salaries? Include district, federal, state or other special funds.

b. Are leaders compensated above their regular salaries for participating in any part of this activity? Where do these funds come from?

c. From what source are the learners paid their regular salaries? Include district, federal, state, or other special funds.

d. Is the time that learners spend on this activity considered part of their regular responsibilities, do they do it voluntarily outside of regular responsibilities, or are they paid specially for it? If they are paid specially, what is the nature and source of this funding?

D-6. Are teachers released from classes to participate in this activity? If so, how are the classes covered?

a. If substitute are involved, who calls them in and from what funds are they paid?

b. How many substitutes were used for this purpose in the last fiscal year?

D-7 Are there any direct costs associated with this activity?

a. Be sure to ask about consultants, training materials, space rentals, travel expenses, and other direct costs.

APPENDIX E

INTERVIEW FORMAT FOR DISTRICT LEADERS OF STAFF DEVELOPMENT

## Interview Format for District Leaders of Staff Development

E-1. What is your name and present position in the school district? What kinds of responsibilities do you have presently? For example, how have you spent your time in the last few weeks?

E-2. What previous responsibilities have you had in the school district?

E-3. (Refer to the organizational chart.) How do your present position and responsibilities relate to others in your department or division?

E-4. Look at the handout explaining the study, which lists some examples of typical staff development activities. (This handout is contained in Appendix D). Think of the staff development activities like these that you are involved in or know about. For each one, respond to Questions D-1 through D-7, listed in the handout (The interviewer should probe by using the more detailed set of questions contained in the last part of Appendix D.)

E-5. Do you have any documents which describe any of these activities and/or include specific information we need? For instance, lists of workshops, number of participants.

E-6. Do you have your own budget or maintain your own financial records? How do they relate to the school district's budget statement and expenditure summary? For the fiscal year we are studying, explain how your funds were spent. Which items or parts of items were spent on the staff development activities you described?

APPENDIX F

INTERVIEW FORMAT FOR SCHOOL STAFF

## Interview Format for School Staff

F-1. What is your name and what are your present duties at the school? How long have you been at this school? What other positions have you held with the school district in this or other schools?

F-2. (For principals only.) For the following categories of people, how many do you have on your staff and from what sources are they paid?

a. classroom teachers
b. teacher aides
c. administrators
d. special resource staff, such as counselors, reading resource teachers, etc.

F-3. (For principals only.) Of the staff you described, are there any who have responsibilities for assisting teachers?

F-4. Look at the handout explaining the study, which lists some examples of typical staff development activities. (This handout is contained in Appendix D.) Think of the staff development activities like these that you are involved in or know about. For each one, respond to Questions D-1 through D-7, listed in the handout. (The interviewer should probe by using the more detailed set of questions contained in the last part of Appendix D.)

APPENDIX G

COMPILATION FORMS

Form G-1. Compilation Form for Program Information about a Specific Staff Development Activity

D-1. Title of Activity _____

D-2. What people are involved in this activity as "leaders" and "learners

_____

_____

_____

_____

D-3. How is the activity planned and how much time is involved? _____

_____

_____

_____

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_____

D-4. How is the activity carried out and how much time is involved?

_____

_____

_____

_____

_____

D-5. What type of funds support the leaders and learners in this activity? Is there any special funding involved?

_____

_____

D-6. Are teachers released from classes to participate in this activity? If so, how are classes covered?

_____

D-7. Are there any direct costs associated with this activity?

_____

_____

Form G-2. Compilation Form for Time Spent in Staff Development Activities

School/Department: _____

Activity: _____

| Column No. | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
|---|---|---|---|---|---|---|---|---|---|
| Activity | Leaders/ Planners And Number Involved | Learners And Number Involved | When Held | Hours Per Session | Sessions Per Year | Hours Per Year | Leader Staff Dev. Hours | Learner Staff Dev. Hours | Fund Source |
| | | | | | | | | | |
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Form G-3. Compilation Form for Costs of Staff Development Activities

School/Department: _____

Activity: _____

| Column No. | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Activity | Leaders/ Planners And Number Involved | Learners And Number Involved | Total Leader Staff Dev. Hours | Total Learner Staff Dev. Hours | Total Leader Hours Avail-able in Year | Total Learner Hours Avail-able in Year | Total Leader Salaries And Benefits | Total Learner Salaries And Benefits | Total Leader Staff Devel. Costs | Total Learner Staff Devel. Costs | Fund Source |
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G-4. Compilation Form for Other Costs

School/Department: _____

Activity: _____

Leader Associated Costs

| Description | Amount Per Year |
|---|---|
| | |
| | |
| | |
| | |
| Total | |

Learner Associated Costs

| Description | Amount Per Year |
|---|---|
| | |
| | |
| | |
| | |
| Total | |

Other Direct Costs

| Description | Amount Per Year |
|---|---|
| | |
| | |
| Total | |